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NEIGHBORHOOD CONSERVATION ZONING:
A FEASIBILITY STUDY FOR PHILADELPHIA, PA

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A THESIS

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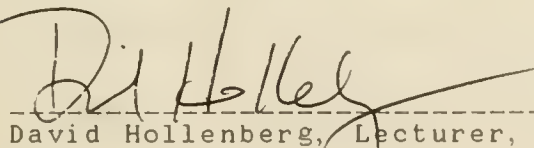
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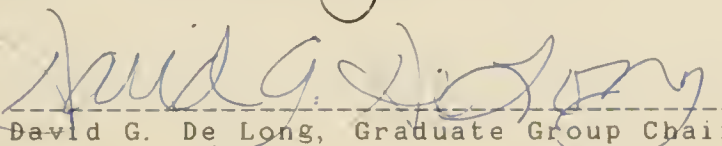
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Introduction

When community support for historic preservation is high, many historic districts are protected against demolition, development, and deterioration. These historic districts usually contain architecturally and historically significant buildings. Unfortunately, due to a lack of public and private involvement as well as funding, not all neighborhoods can be protected as historic districts. Subsequently, unnecessary demolition and inappropriate infills occur in the name of progress most often in neighborhoods that contain contributing structures that would not individually merit historic designation for history or architecture.

The preservation of intact, contributing neighborhoods is often over-looked as cities rush forward to develop and to meet the need for adequate, affordable housing. Existing neighborhoods are altered, or demolished, in the on-going conflict of past versus present needs especially when real estate values outweigh preservation values.

Contributing neighborhoods deserve, and require, some form of protection for their contributions to context, continuity, and the sense of place that has been established. In an effort to address this need for retention and protection of contributing neighborhoods, several cities have begun to incorporate alternative levels of district protection for neighborhood context.

This secondary level of protection, entitled conservation zoning districts, was first adapted in 1985 by San Francisco, California. Conservation zoning was established instead of the traditional historic zoning in an effort to protect the neighborhood context surrounding individually designated landmarks, thereby retaining and protecting intact neighborhoods containing structures contributing to the city's sense of place and character.

Roanoke, Virginia, established a secondary level of protection that regulates against demolition and new construction, but not alterations. Nashville, Tennessee, incorporated a similar protection level that enables neighborhood preservation while providing the flexibility for alterations that the property owners required.

Neighborhood conservation would provide protection from demolition and new construction, while permitting minor alterations that do not directly effect the sense of place and neighborhood context. Although not completely protected as historic districts, conservation zoning districts would continue to maintain the historical and architectural contributions of the past while enabling the buildings to provide adequate housing and stable, intact neighborhoods for the future.

This thesis will examine conservation zoning districts to determine their overall value and effects on the neighborhoods in Roanoke, San Francisco, and Nashville. The analysis will determine

the strengths and weaknesses within each city's programs as well as its possible adoption in other communities.

This thesis will then address the incorporation of conservation zoning into the existing historic districting process of Philadelphia, Pennsylvania to further understand the powers of protection and to discover if the program could provide adequate protection with the flexibility needed. Three model Philadelphia districts will be outlined and recommended for conservation zoning.

This thesis will not attempt to recommend the disposal of full historic districting for any city, but instead to recommend the addition of conservation zoning districts to the existing historic preservation processes in an effort to protect context and continuity for any and all neighborhoods when historic districting is not applicable nor necessary.

History

The National Historic Preservation Act of 1966 was enacted to allow the governing of historic and archeological resources of national, regional, state, and local significance. This act authorized the expansion and maintenance of the National Register of Historic Places, which included districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture. ¹ National Register Historic Districts are groups of structures or sites placed on the National Register of Historic Places. State and federal preservation controls, such as protection against demolition and alteration, apply only to projects that directly affect structures listed on the National Register and have a public component through funding, licensing, or permitting. There are no federal or state preservation tools that impose restrictions on owners of private property listed on the National Register whose projects have no public component.

Listing on the Register does not put design controls on a district's development. Only locally controlled historic districts authorized by state statute and enacted by local ordinances can control changes to exterior architectural features that are visible from the street. Local governments which have been provided with the status of certified local government (CLG) have thereby been given the power to draft their own charters and define its powers in

¹Sara K. Blumenthal, Federal Historic Preservation Laws. (Washington, D.C.: U.S. Department of the Interior Cultural Resources Program, 1990), p. 6.

accordance with general state requirements. These powers may include local enforcement of historic preservation legislation, a commission of demonstrated preservation interest, and the acceptance of recognized preservation standards for survey and restoration.

Locally controlled districts within a municipality are subject to controls at the local level for the protection of special architectural and historical qualities. This type of local district has defined boundaries based on surveys. Controls usually cover demolition or alterations of existing buildings and construction of new structures within the districts.

Local preservation ordinances cannot provide complete protection unless incorporated into the zoning regulations. The zoning applicable to a property may either complement or discourage preservation. The local historic preservation ordinance may be enacted independent of other land-use laws or may be incorporated into a comprehensive plan and zoning code. For example, some cities designate historic districts as official zoning districts and incorporate the regulations for their designation and protection in their zoning ordinance.² Most states, however, do not legally mandate that historic preservation policies and regulations be

²Ellen Kettler Paseltiner and Deborah Tyler, Zoning and Historic Preservation: A Survey of Current Zoning Techniques in U.S. Cities to Encourage Historic Preservation. (Chicago: Landmarks Preservation Council of Illinois, 1983), p.1.

coordinated with the local zoning ordinance. Despite this, there are significant advantages in bringing historic preservation and zoning together as the following study will demonstrate. An historic district classification might be "overlaid" on existing zones, adding new regulations to current ones. Thus, preservation is part of the local zoning law, and the two are compatible rather than contradictory.

CONSERVATION CRITERIA

For the purpose of comparing, contrasting, and establishing a conservation zone within this thesis, the following criteria have been established. A conservation district shall be defined as an area possessing a significant concentration of structurally sound housing stock which is united by past events or aesthetically by plan or physical development and which possess one or more of the following criteria:

- A. possess architectural integrity where streetscape elements are definable or are of a particular history or culture.
- B. are associated with historical events or significant persons.
- C. have distinctive character of type, period, or method of construction; or representing work of a master or possessing high artistic values.
- D. are listed on the National Register of Historic Places and/or the State Register.
- E. are adjacent to landmarks designated as having historic, architectural, or cultural interest.

The above criteria were based on the existing criteria of the conservation programs in Roanoke, San Francisco, and Nashville; the current Historic Preservation Ordinance of Philadelphia; and the University of Pennsylvania Historic Preservation Studio's proposal for a conservation zone by Deborah Kelly.

Unlike conservation zoning criteria, historic zoning criteria as established by Roanoke and Nashville, intends to identify, preserve, and protect the historical and/or architectural value of buildings. The criteria includes the regulation of exterior design, arrangement, texture, and materials proposed to be used within the historic district and landmarks to ensure compatibility. The purpose of the historic zoning districts is to encourage the preservation, enhancement, and maintenance of historic structures as well as to stabilize and improve property values.

Introduction to City Comparison

Conservation districting is a relatively new preservation and planning tool. Although it was first introduced in San Francisco in the 1962 Housing Code, conservation districting was not implemented until the mid- 1980s anywhere in the United States.³ The city felt that development and expansion, not districting and protecting, were more important. As of 1990, there are only three cities in the United States which have adopted conservation districting.

Roanoke, Virginia, established conservation districting in 1987 as a planning tool to assist low-income neighborhoods to achieve a sense of community and continuity. Development and incompatible uses were controlled with amendments to the zoning codes. As a preservation tool, Roanoke has identified and protected significant character-defining elements of the community. Private maintenance, investment, and public/nonprofit rehabilitation is encouraged within the conservation district. The program is based on community concerns and strengthened by residential participation. Roanoke has one conservation district which is separately zoned from the two downtown historic districts.

San Francisco, California, adopted conservation overlay zoning in 1985. The city survey of 1971 produced eight potential historic

³Allan B. Jacobs, Making City Planning Work. (Chicago: American Society of Planning Officials, 1978), p. 90.

districts. Due to lack of sufficient political support and an increase in development, the city began a slow fight for preservation. On the verge of irreversible change, the city began to place controls over demolition of significant structures. The San Francisco Downtown Plan Ordinance of 1985 designated six conservation districts. The conservation districts are different from Roanoke's in that San Francisco created the districts in an effort to protect the neighborhoods surrounding significant and contributing structures have been individually designated. Growth is possible for the city; yet, the character and livability are successfully protected.

Nashville, Tennessee, established conservation districts in 1986 due to the lack of political and community support for traditional historic districts. The threat of demolition and incompatible infill development forced the planning commission to regulate the areas with a second tier zoning category. Popular with property owners, the districts have been in existence for four years. The downside to the Nashville conservation district is that the overall appearance of the neighborhoods has declined due to the freedom in exterior alterations. Conservation districting provided to Nashville residents was a compromise that has caused possible loss of significant architectural and historical fabric. The city hopes to eventually designate the areas as historic districts and implement the protection they require.

Philadelphia is just one of the many communities throughout the United States researching conservation districting. The

sentiment requiring greater specificity in the regulations governing the procedures and standards has created a delay in the present designation and protection process, causing other protection programs to be sought.

The following is a more in-depth study of aspects of the three existing conservation programs, such as their adoptions, administrations, and the lessons learned in their successes or failures. In conclusion there will be a comparison/contrast statement with special reference to the relevance of the existing programs to the proposed "model" districts in Philadelphia.

Roanoke

Located in the Blue Ridge Mountains of western Virginia, Roanoke was founded as a railroad center in 1886. (Refer to Map 1) The first master plan was developed by John Nolan in 1907. In 1928, again with the assistance of Nolan, the city revised the plan and also established its first zoning ordinance. By the 1960s, Roanoke was faced with suburban development, highway expansion and a declining tax base.⁴ Historic neighborhoods were being destroyed, and downtown development was spreading to the residential areas. (Refer to Map 2)

In an effort to remove deteriorated suburban housing and create new development sites, the 1966 zoning code was established. The zoning code established land-use regulations, zoning district classifications and demolition procedures, all of which had negative impacts on the neighborhood fabric in the 1970s. Much of the new, planned suburban development never occurred; meanwhile, the destruction of the residential housing stock had already taken place. By the late 1970s, Roanoke was faced with the additional problem of downtown decline. Retail and office space was plentiful in the suburban areas. The downtown market became weakened, creating a vacancy problem with housing stock that

⁴Roanoke Vision: Zoning: A Process for Balancing Preservation and Change, 1986. Prepared for Roanoke City Planning Commission and Roanoke Office of Community Planning by Buckhurst Fish Hutton Katz in association with Thomas and Means Associates and Margaret Grieve, p. 3.

caused substandard conditions, disinvestment, and demolition. Roanoke was faced with a deteriorating downtown and with general disinterest in older neighborhoods. 5

The city's first effort at revitalization began in 1979. "Design '79" established renewed public and private interest in the downtown areas. The city and the business leaders used television specials to invite citizens to participate in the development of the downtown urban design plan. The plan was anticipated bringing \$160 million in new investment, 2000 new jobs, and the restoration of the City Market Historic District. 6

The second effort began in 1980 when the successful downtown revitalization efforts were extended to the residential neighborhoods. The plan established the Roanoke Neighborhood Partnership, which was made up of neighborhood planning and communication consultants. The goal was to educate city leaders and to create trust between the government, the business sector, and the residents. The Partnership established a plan which enabled the city's neighborhoods to help themselves.⁷ The efforts included public, private and non-profit resources focused on neighborhood

⁵Ibid., p. 4.

⁶Ronald Thomas, "Planning With Vision", Thomas and Means Associates. (Alexandria, Virginia), p. 4.

⁷Ibid.; p. 3.

planning and revitalization to create a positive attitude for preserving and developing.

In 1984, the city began a seven-year effort to establish a comprehensive plan and organize new approaches to land-use, development, and community revitalization. Community surveys and television specials were created to help get the word out on the city's revitalization project. The Roanoke Vision Process, as it was termed, was based on community involvement and opinions on such things as aesthetics, crime prevention, downtown revitalization, economic growth, housing costs, and government regulation. The residents wished to maintain a residential city; to preserve neighborhoods in their form and function while introducing downtown housing; to mix housing types for all incomes; to discourage displacement; to encourage renovation and rehabilitation; to create commercial and residential design guidelines; and to promote environmental conservation. Utilizing the city's concern for public participation, a policy guide for revitalization and growth, related land-use development regulations, and a new zoning ordinance, the comprehensive master plan was drawn up. The plan was focused on the preservation of the existing city and its significance as a neighborhood community.

City and business leaders were selected to serve as a "mini-community" board to develop and refine ideas. Workshops were held to refine community values and concerns. The representative community members dealt with the following concerns:

1. neighborhood enhancement, preservation and development;
2. economic development and downtown revitalization;
3. human development and public safety; and
4. city services and facilities. ⁸

The Comprehensive Development Plan was approved in April of 1986. The unanimous approval by City Council was based on good public communication plus an effort to build civic pride and community values. The components of the comprehensive plan were based on neighborhood strategies such as maintenance of stable areas, improvement of transitional areas, and changing deteriorated areas. A neighborhood was defined as an area which included all elements that contribute to a whole and healthy community. ⁹ A survey identified approximately 40 to 45 distinct neighborhoods. ¹⁰

By May 1987, revised zoning and regulatory ordinances were adopted. Residential zoning changes allowed for appropriate infill development and established densities and building types. Site development guidelines for new construction and rehabilitation were strengthened to maintain neighborhood scale and character. The new

⁸Roanoke Vision, p. 11.

⁹Ron Thomas and Mary Grieve, "Roanoke Vision: A Public Process of Comprehensive Planning and Zoning for Preservation", UD Review 9 (3), 1986, p. 8.

¹⁰Roanoke Vision, p. 11.

zoning established two types of overlay zones: historic zoning districts and neighborhood preservation zoning districts.

Roanoke's study of its neighborhoods and their historic quality revealed differences in neighborhood scale, fabric, and historic merit. The City Market and Warehouse Historic Districts, for example, were designated for their design quality and role in downtown Roanoke's history. The loss of such structures would mean the loss of the physical, architectural and cultural character of Roanoke. The city recognized that, in addition to the typical downtown historic districts, residential neighborhoods were worthy of protection and preservation.

The second tier districts emphasized context and neighborhood community significance. This allows private maintenance, investment, and public/non-profit rehabilitation while still providing design guidelines to protect the neighborhood context rather than the design details of individual structures. The Neighborhood Preservation District encouraged conservation, revitalization and limited demolition, yet not as strictly as the historic districts. This neighborhood district plan was based on residential concern and the need for control over privately owned property.

The purpose of the new zoning regulations was not to devise new techniques, but to revise and coordinate, in depth, all aspects of the city's official land development policies and regulations while

promoting preservation, design quality, and neighborhood conservation.

HISTORIC DISTRICT (H-1)

The city of Roanoke designated two historic districts: City Market and Warehouse. The intent of the ordinance was to preserve those landmarks and districts of historical, architectural, and cultural significance and to maintain an appropriate setting. As established by the City Zoning Ordinance, the Architectural Review Board regulates the erection, reconstruction, alteration, restoration, demolition, and movement of any historic structure by requiring the issuance of a certificate of appropriateness. The Zoning Department will not issue a building permit to any structure within the historic districts without a certificate of appropriateness from the Architectural Review Board. Ordinary maintenance, such as painting the structure the same color, is permitted without a permit. However, the review criteria within these districts governing architectural compatibility in terms of mass, dimensions, material, color, ornamentation, architectural style, lighting, and landscape are well defined. Rehabilitation must follow the Secretary of the Interior's Standards. New and additional construction must take into account the character of the district in terms of scale, height, orientation, site coverage, spatial separation, facade and window patterns, entrance and porch size, general design, material texture, .

color, detailing, roof form, horizontal and vertical elements, walls, fences, and landscaping. ¹¹ (Refer to Map 3)

NEIGHBORHOOD PRESERVATION DISTRICT (H-2)

The second-tier preservation district also encourages revitalization and conservation although its regulations and restrictions are not as strict as those at the historic district. The Southwest Residential District was created with the intent to "preserve buildings," which, in their aggregate or individually, are of "special community significance." The preservation district weighs concerns on overall community significance over individual landmark significance. The emphasis is placed on context and the relationship of rehabilitation and new construction to existing structures. The district contains approximately 1,650 contributing turn-of-the-century structures, making it the second largest protected district in the Commonwealth of Virginia. The Architectural Review Board reviews and acts upon all matters involving new construction, demolition, movement, and structural enlargement or reduction of any structure within the conservation district as done in the historic district. However, unlike the historic district, the Architectural Review Board does not review alterations (such as doors and windows), and restorations, or reconstructions within the preservation districts. New construction must be compatible with,

¹¹ Roanoke Zoning Code, Subdivision C. H-1, Historic District, Sec. 36.1-324 through 36.1-327, pp. 2952-4.

or enhance, the special visual and spacial qualities that are intended for protection, such as the height; scale; orientation; spacing; site coverage; and exterior features like porches, roof pitch, direction, and landscaping. Once the certificate of appropriateness has been granted by the Architectural Review Board, the zoning administration issues a building permit and governs the work on the structure. Review criteria is less stringent than those in the historic district so as to achieve "preservation with flexibility." Unlike the historic district, there are no separate design guidelines stating criteria and standards to be used by the Review Board in determining the appropriateness of proposed work. The Architectural Review Board may, at any time after a district has been zoned H-2, recommend to the City Planning Commission that more specific regulations be adopted for that particular district. In the event of a conflict, the more restrictive zoning provision would apply. ¹² (Refer to Map 3)

Roanoke, Virginia, has focused on the improvement of the quality of the existing residential neighborhoods and the revitalization of the downtown and neighborhood commercial areas while expanding the economic base. The city felt that no single element was the solution to preservation; yet, as a whole, the new zoning ordinance represented a significant new approach to

¹²Roanoke Zoning Code, Subdivision C. H-2, Neighborhood Preservation District, Sec. 36.1-342 through 36.1-349, pp. 2958-62.

preserving the cultural and architectural character. ¹³ Roanoke provided the citizens an opportunity to help solve neighborhood, downtown or other civic problems. Over the last 10 years, private investment has been over \$110 million and the city has provided over \$30 million in public improvements bringing new offices, specialty retail shops, restaurant and cultural/entertainment uses to the city. ¹⁴ There are active neighborhood organizations and housing development programs aimed at the residential sector. The usual federal tax credits for income-producing properties are available to Roanoke property owners, as well as a 25-year-old, local, tax-exemption incentive for rehabilitation of a significant structure within the H-1 or H-2 districts. This positive change of growth has bolstered the attitude of Roanokers about the city's identity and potential. The positive civic atmosphere has aided in preserving the historic and neighborhood character.

¹³Roanoke Vision, p. 6.

¹⁴Ibid., p. 9.

Nashville

The city of Nashville began the establishment of traditional historic zoning districts in 1977. Edgefield Historic Zoning District, designated in 1978, was the first of Nashville's four historic zoning districts.

The staff of the Historical Commission conducted a study to further determine the needs of the city and the historic neighborhoods. Flexible boundaries were established for potential historic zoning districts. Full historic zoning, although the more desirable way in terms of revitalization, was not supported by property owners. The city was advised by the legal department that "just because the enabling law provided for regulations of exterior alterations, demolitions and new construction, it was not mandatory that all three types of work be regulated." ¹⁵ By 1985, neighborhood leaders and city councilmen requested an intermediate level of protection to aid in stabilizing areas by protecting them from demolition and incompatible infill, not alterations.

Article IX of the Historic District and Landmark Regulations (HDLR) within the Nashville Zoning Code was the result of the councilmen's request. Since 1986, it has been the existing regulation over the districts and landmarks in Nashville. The

¹⁵ Shain Dennison, Executive Director of the Metropolitan Historic Zoning Commission, Nashville, Tennessee, to writer, November 7, 1989.

amended local zoning ordinance created a second category of zoning districts, called conservation zoning districts.

In Nashville, conservation zoning differs from full historic zoning in that only demolition and new construction are regulated. In full historic zoning districts, demolition and new construction are reviewed in addition to exterior alterations such as porch details, windows, doors and fences. This type of neighborhood conservation zoning is popular with property owners as they are able to maintain and alter their properties as they wish yet are protected from large scale development.

Within the creation clause of the HDLR is the classification and separation of the historic and conservation districts. Review and approval is required for demolition and new construction for both the conservation and full historic districts. The historic zoning districts require review and approval for alterations of any degree. Major alterations, which probably are not reversible, are termed "additions increasing habitable area" and require permits in conservation zoning districts. Within the conservation district, a property owner must apply for a certificate of appropriateness from the Historic Zoning Commission before a building permit will be issued for new construction, demolition, relocation, and additions which increase the habitable area of the structure. 16

¹⁶Nashville, Tennessee Zoning Code, Article IX Historic District and Landmark Regulations, 91.00-91.71, p.7.

The requirements of the historic zoning district state that impending work must be considerate to the historical and architectural value of the present structure; exterior features must take into account the surrounding areas; and the design must be compatible. The purpose of the ordinance is to "protect and preserve areas of architectural and historical importance." The stated purpose of the conservation zone is to "conserve areas of architectural and historical importance." 17

Approximately 1300 buildings have been protected since the designation of the Lockeland Springs-East End and the Blakemore conservation zoning districts. The zoning has been successful in stopping damaging speculative development and, thus, has stabilized the neighborhood. Property values have increased somewhat. The downside to the conservation zoning in the city has been inappropriate exterior alterations such as vinyl siding, wrought iron porch columns, and chain link fences. The city design guidelines apply only to new construction, relocation, and demolition, not alterations. The guidelines require the construction to be "compatible with the adjacent buildings." The Metropolitan Historic Zoning Council (MHZC) now feels that the ideal purpose of a conservation zone is to stabilize well-maintained neighborhoods where buildings are already rehabilitated. MHZC further states that an ideal historic district is an area deteriorated-but-coming-back

¹⁷ Ibid., p. 2.

where exterior alterations are more likely to occur and more guidelines are necessary.

Public participation has increased as neighborhoods are able to choose which type of zoning they want to pursue under the guidance of the MHZC. Since conservation zoning was created in 1985, Nashville has designated two conservation districts and another full historic zoning district. The previously existing full historic zoning district is applying for expansion of its present boundaries.

Although Nashville has noted the downside to this intermediate protection level, the MHZC will continue to establish conservation zoning for any historic area when sound owner support or political backing cannot be obtained. ¹⁸

¹⁸Dennison letter, November 7, 1989.

San Francisco

San Francisco, California, developed in the late 1840s as a trade center for the West Coast frontier region. (Refer to Maps 6 and 7) Development slowed in the 1880's as the city had no place to expand. Pressures for urban renewal and redevelopment began by the turn of the century. Developers, having used up all vacant land, sought sites where existing zoning could be easily changed. The ideals of the city were "growth and new." 19

By the 1960's, the Department of Planning felt the need to maintain the city's older areas and to adopt contemporary environmental standards. The 1962 San Francisco Housing Code suggested the Chief Administrative Officer of the Department of Planning designate "conservation areas." At this time, conservation was not defined. Consequently, it is difficult to determine whether an historic district, as defined today, or a special district was the intent. The Landmark Ordinance of 1967 began the designation of historically significant buildings which were in immediate danger. Between 1967 and 1979 only 100 buildings in the entire city had been designated, and 20 of these were in the city's only historic district. The numbers were small due to a lack of staff necessary to do designation research and analysis. 20

¹⁹ Jacobs, p. 99.

²⁰ Michael R. Corbett, Splendid Survivors. (San Francisco: California Living Books, 1979), p. xi.

The Master Plan for San Francisco was adopted in 1971. The plan addressed urban renewal and the protection of basically sound areas against this renewal. ²¹ In the Urban Design category of the plan, there was mention of "fundamental policies for conservation." The application of these policies was weak because resources were not identified or had been identified too late in the development process. ²²

In 1977, the Foundation for San Francisco's Architectural Heritage began a downtown architectural inventory of 790 central business district parcels to identify historical context and architectural resources. The central business district was chosen due to the development pressure of downtown growth. Heritage proposed that the completed survey would serve as a planning and preservation document. The individual buildings were evaluated on the basis of city importance (highest importance, major importance, contextual importance, and minor or no importance). Based on the contextual importance--buildings distinguished by their scale, materials, compositional treatment, cornice, and other features that provided visual richness and character to the area--eight historic districts were suggested at the state and federal levels. ²³ The

²¹Jacobs, p. 101.

²²Corbett, p. xi.

²³*Ibid.*, p. 13.

survey established an evaluation process for priority landmarks with the ratings of "highest or major importance". The tools established before the survey, such as maintenance under private initiative, density transfer, minimum maintenance laws, facade easements and city landmark designations, were all recommended for re-evaluation. The presence of special use or historic districts were recommended for consideration although such districts were expected to meet great political and private opposition. The foremost recommendation was the need for public recognition and participation. 24 (Refer to Map 8)

San Francisco began a survey of preservation measures used in 11 cities with economic and physical similarities in 1982. Philadelphia was among the cities studied. This survey led to a preservation focus and the rezoning of the downtown area. The demand for new development continued but was slowed by keen public interest in controlling the pressure so that the new development would not destroy historic buildings, increase the competition for housing stock, and block out the sunlight. Controls on the earlier identified significant (highest importance) structures were created. Bonus transfer development rights (TDR) for restoration and rehabilitation were designed as well as city-sponsored land trusts and bonds for rehabilitation.

²⁴Ibid., p. 20.

A downtown plan ordinance was adopted in July of 1984. The plan's purpose was "to make possible appropriate growth but to manage vigorously its effect while preventing building where change would diminish the city's character and livability but accommodate development that would further the city's economic and social objectives." ²⁵ A freeze on highrise building approvals was adopted to prevent release of permits before the new zoning rules went into effect. Development growth was capped at 900,000 square feet per year. This cap was halved years later by citizen referendum.

Prior to the ordinance, there had been local designation of 250 Heritage-identified significant structures. After the 1984 ordinance was adopted, strict designation regulations were placed over 266 additional significant buildings, and encouragement for the retention and designation of 236 contributory structures, as well as six districts, was given. ²⁶

The districts were termed conservation districts, defined as being concerned "with preserving unique natural areas, with maintaining the character of distinctive areas, with preserving the historic buildings, and with preserving streets as valuable public open space." ²⁷ Strict regulations governing demolition,

²⁵George A. Williams, "Fine Points of the San Francisco Plan", Planning Practice. February 1984, p. 12.

²⁶Paseltiner, p. 33.

²⁷Jacobs, p. 209.

alterations and new construction have been placed over the individually significant historic structures. A second tier of control with incentives has been established for contributory buildings. This second tier of control has ensured the retention of the urban neighborhood without which the individually significant structure loses much of its monumentality.²⁸ The districts provide neighborhood preservation for the significant and contributory structures. San Francisco has made a conscious effort to preserve while aiming to enhance the life of the neighborhood community in which the historic fabric is part. It became a citywide concern primarily involving downtown areas where changes to the physical environment were experienced most intimately.²⁹

CONSERVATION DISTRICTS (C-3)

In 1985, the San Francisco Board of Supervisors designated six conservation districts that contained significantly older buildings that possessed an overall scale and character worthy of protection. The districts were intended to control growth and development. They were chosen because of their histories, architectural characters, uniqueness and locations, and visual and functional unities, as well as the benefits the areas provided to the city and

²⁸Sherban Cantacuzino, ed., Architectural Conservation in Europe. (New York: Watson-Guption Publications, 1975), p. 3.

²⁹Jacobs, p. 102.

their residents. The Landmark Preservation Advisory Board, as established by Article 10 of the City Plan, regulates the districts. The Advisory Board pays particular attention to the protection of the massing and composition, the scale, the materials and colors, and the detailed ornamentation. 30

The areas are created as districts with each included structure protected by categories. There are five categories:

A. Significant Buildings – Category I. Buildings which:

1. are at least forty years old; and
2. are judged to be buildings of individual importance; and
3. are rated excellent in architectural design or are rated very good in both architectural design and relationship to the environment.

B. Significant Buildings – Category II. Buildings

1. which meet the standards mentioned above; and
2. to which, because of their depth and relationship to other structures, it is feasible to add different and higher replacement structures or additions to height at the rear of the structures, even if visible when viewing the principal facades, without affecting their architectural quality or relationship to the environment and without affecting the appearance of the retained portions as separate structures when viewing the principal facades. The designation of Category II buildings shall identify for each building the portion of the building beyond which such additions may be permitted.

³⁰ Downtown Plan: An Ordinance of the City and County of San Francisco. October 1985. Ordinance 414-85, p. 109.

- C. Contributory Buildings – Category III. Building which:
1. are located outside a designated conservation district; and
 2. are at least forty years old; and
 3. are judged to be buildings of individual importance; and
 4. are rated either very good in architectural design or excellent or very good in relationship to the environment.

- D. Contributory Buildings – Category IV. Buildings which:
1. are located in a designated conservation district; and
 2. are at least forty years old; and
 3. are judged to be buildings of individual importance, and are rated either very good in architectural design or excellent or very good in relationship to the environment;
 4. are judged to be buildings of contextual importance and are rated very good in architectural design and/or excellent or very good in relationship to the environment.

E. Unrated Buildings – Category V. Buildings which are not designated as significant or contributory. ³¹

Any proposed alterations to any significant or contributing structure must be reviewed and approved based on the significance of the structure. Alterations are divided into two categories: major and minor. Major alterations are defined as substantial changes, such as obscuring or destroying exterior characteristics that are noted as significant spaces, materials, features, or finishes; changes which affect all or substantial parts of the building's structural elements, such as exterior walls or ornaments; additions to height. Minor alterations are those which concern the interior of

³¹Ibid., p. 84.

the structure. Major alterations require a certificate of appropriateness from the Advisory Board while minor alterations do not.

Standards for alterations for a conservation district are as follows:

1. The distinguishing original qualities or character cannot be destroyed or damaged and overall appearance cannot be removed or altered unless it is the only feasible means to protect public safety.
2. The integrity of distinctive stylistic features or examples of skilled craftsmanship that characterize a building shall be preserved.
3. Deterioration shall be repaired rather than replaced; replacement shall match in composition, design, color, texture, and other visual qualities.
4. Contemporary design is permitted if it does not destroy significant exterior architectural material.
5. Additional height above one story is permitted if in the same scale and character. The addition shall not be more than 75 percent of the roof. 32

Applications for any work proposed for a structure within a conservation district are sent to the Landmark Preservation Advisory Board. The board reviews the application and provides a recommendation for the Department of City Planning. The recommendation is either an approval, an approval with conditions, or a disapproval. The director of city planning reviews the application along with the board's recommendation. The director's

³² Ibid., p. 92.

recommendation is then sent with the application to the city planning commission for final review. ³³ New construction, as well as replacement construction, requires review by the Advisory Board. All work must be compatible in scale and design to the existing fabric of the neighborhood in order to protect the contextual importance of the area. Demolition of significant and contributory structure are permitted only if:

1. the city planning commission finds that the building is unsafe for occupancy; that rehabilitation is not feasible because of fire, earthquake, or similar circumstances; or that the structure was irretrievably deteriorated prior to the adoption of the downtown plan;
2. a court of last resort finds that no reasonable use can be made of the building. ³⁴

One characteristic which has made San Francisco's Downtown Plan and its conservation districts successful has been the use of transfer development rights (TDRs). The unused development rights--which is the difference between the square footage of an existing building and the square footage that would be allowed in a proposed new building on the same site--may be transferred to another site in the same zoning district. TDRs also may be shifted to a special 33-acre "expansion" area south of the financial district. The program applies to significant and contributory buildings within the conservation districts. The downtown plan continues to use floor

³³ *Ibid.*, p. 91.

³⁴ Williams, p. 12.

area ratios (FARs) as a means of regulating building heights. However, it no longer requires that all parcels making up the development site be adjacent to one another. 35

San Francisco has focused on stabilizing and revitalizing the downtown commercial areas while directing the development demand. The goal is a livable city and the means is preservation. 36 To date, the conservation overlay districts have been preserved and revitalized. Architectural crowding has been controlled in an effort to maintain the distinctive, complex pattern of the city. The development pressure has been rechanneled while the distinct historic and architectural fabric has been preserved.

³⁵*Ibid.*, p. 12.

³⁶Corbett, p. 3.

COMPARE OF CITIES

The three existing conservation programs have all been established in an effort to retain and preserve neighborhood context without having the strict regulations of traditional historic districts placed over the entire neighborhood. The criteria for designation of the conservation districts differs only slightly from city to city. San Francisco and Nashville designate areas where a substantial concentration of buildings together create a link to past events or physical development. Roanoke states the above criteria, yet, includes areas which are "adjacent to landmarks, buildings, structures, or areas having important historic, architectural or cultural interest." ³⁷

The difference in the need for the creation of a conservation district varies only slightly as well. San Francisco developed conservation districts due to the restriction in development space in the downtown and the impending destruction that development entailed. Roanoke created residential conservation districts in an effort to control new development and preserve neighborhood housing.

San Francisco and Roanoke both established political and community support from the beginning for the creation of some form of protection for these areas. Nashville, however, wished to create

³⁷Roanoke Zoning Code, Subdivision D. H-2 Neighborhood Preservation District, Sec. 36.1-345, p. 2959.

historic districts but was unable to gain support from the public/private community for full level protection. Thus, Nashville created an intermediate form of protection which was sustained by the community and city government alike. The city has continued to establish historic districts as well as conservation districts.

In all cases, the cities felt a need for protection intermediate to that of the stricter regulated historic district but not necessarily intermediate in terms of significance. San Francisco developed conservation instead of historic districts, yet, places strict regulation on individually designated structures within the conservation boundaries. Roanoke and Nashville developed zoning to preserve residential and commercial neighborhood elements which were important in context and not just in detail.

Although all three cities have regulation over demolition and new construction, not all forms of alteration are regulated. San Francisco has adopted standards of alterations for significant and contributory structures much like those of the Secretary of the Interior's Standards for Rehabilitation. Minor alterations, such as those concerning the interior, are not regulated. Roanoke and Nashville do not regulate alterations unless they are structural enlargements or reductions of the structures.

Design standards for conservation districts exist in both San Francisco and Nashville. Roanoke has not set up separate design guidelines but instead states within the ordinance that any

alterations or new construction must be compatible with the existing neighborhood. Nashville has adopted separate design guidelines which outline each area of concern such as openings, height, scale, porches and fences. The test to meet the guidelines is only that an alteration must be compatible with the existing neighborhood fabric. Therefore, the seemly specific design guidelines of Nashville are more significantly different from Roanoke's broad guidelines. Roanoke has not stated specific criteria and standards but gives the review board the authority to question any alteration if it believes they are not compatible. Nashville chose to avoid this. By stating what alterations will cause concern if not compatible, Nashville has allowed the property owner some freedom. Meanwhile, Roanoke's review board only has the option to voice a concern after an alteration has occurred.

All three of the cities have established supervisory boards that designate and regulate the conservation districts. Nashville and Roanoke combine the duties of the conservation district with that of the historic district, requiring only one review board. San Francisco only has one type of district and requires only one review board. Any proposed demolition, or new construction, must be reviewed and issued a COA by the board just as occurs in a traditional historic district. Alterations do not have to be reviewed.

As stated here, conservation zoning districts do not need to be pure historic districts with total community support. A community faced with the threat of growth, development, incompatible infill, or

demolition can and should seriously consider the creation of a conservation zone. Conservation zones protect the individually significant structure as well as its neighborhood context. They also protect contributing neighborhood streetscapes.

Philadelphia

The city of Philadelphia, Pennsylvania, was founded by William Penn in 1682. Penn directed that "Philadelphia be placed at the narrowest part of the relatively high and well-drained peninsula formed by the Delaware and Schuylkill rivers." ³⁸ (Refer to Map 13) Between 1700 and 1800, Philadelphia grew from 4500 residents to more than 81,000. The city was eager to grow and expand although it experienced setbacks. In 1800, the national capitol was moved from Philadelphia to the District of Columbia and the city of New York soon surpassed Philadelphia in population and trade. Yet despite this, the city population increased to 408,762 in 1850 and by 1900 to nearly 1,300,000. ³⁹

Neighborhoods, each with their own character and ethnic base, grew like subsets around the older city center. To the northwest of Center City, Fairmount Park was assembled to protect the Schuylkill River water from pollution caused by the rapid urban sprawl. In the beginning of the twentieth century, Philadelphia was an industrial city. However, between the 1920s and the 1980s, 60 percent of the industrial jobs disappeared. ⁴⁰ Despite the decline and movement

³⁸George B. Tatum, Penn's Great Town. (Philadelphia: University of Pennsylvania Press, 1961), p. 4.

³⁹Kenneth Finkel, Philadelphia: Then and Now. (New York: Dover, 1988), introduction.

⁴⁰*Ibid.*, introduction.

of residential, commercial, and industrial growth, Center City, as established in 1682, remained relatively intact. (Refer to Map 14)

History has shown that development, while profitable and economically necessary, is destructive and not always reversible. Development and expansion of Center City began in the last 20 years with the introduction of skyscrapers. While the skyline of the city has been enhanced somewhat by the expansion of commercial structures, the break of the "gentleman's agreement"⁴¹ has invaded the context of City Hall. Individual buildings are assets to their city's cultural and architectural history, yet neighborhood context must be preserved in order to maintain a sense of place. Philadelphia is very fortunate that so many of its early landmarks and portions of the old city have been preserved for one reason or another. It is a city whose growth and change can be seen in the movement of residential society. The development and expansion began downtown and over many decades has extended to include residential, commercial, and industrial suburbs. Because the patterns of growth are currently intact, Philadelphia needs to re-evaluate the present preservation programs for historic neighborhoods.

⁴¹"gentleman's agreement" was an agreement that no building was to be constructed at a height which obstructed the view of William Penn on top of City Hall. Finkel, introduction.

Approximately 60 National Register Historic Districts were established in the county of Philadelphia between 1966 and 1990.⁴² Contrary to popular belief, the only protection afforded to a National Register Historic Districts occurs when there is federal involvement in a development project. With private money, developers and property owners can legally alter, demolish, or construct new buildings within any of the National Register Districts. This is not to say that the Historical Commission could not voice opinions on proposed construction within an historic district that was only designated at a national level. However, it does mean that the opinions may not alter the construction. Alterations and demolitions cannot occur on local individually designated structures nor within local historic districts, such as the Diamond Street Historic District, without an approval to the building permit application by the Historical Commission.

Philadelphia was provided with the power to create a Historic Commission under Section 1-102 of the Philadelphia Home Rule Charter of 1951. In 1955, the city established through legislation one of the first historic preservation-based ordinances.⁴³ The ordinance was updated in 1984 to create a stronger historical

⁴²D.G. Schlosser, Historic Districts in Pennsylvania. (Harrisburg, PA: Pennsylvania Historic and Musuem Commission, 1981), p. 17.

⁴³Charlotte E. Thomas, "New Steps to Preserve the Old: The Revised Historic Preservation Legislation for the City of Philadelphia." Villanova Law Review. Volume 32. (Villanova: 1987), p. 402.

commission with the powers to designate and regulate local historical districts.

The Philadelphia Code is divided into four categories: Zoning Codes, Sign Codes, Special Control Codes, and Subdivision Codes. Historic designation regulations and the creation of a historical commission are incorporated into the Special Controls Code. The purpose of the 14-2007 Historic Buildings Code is "to promote the public welfare by preserving historic buildings which are important to the education, culture, traditions and the economic values of the City, and to afford the City, interested persons, historical societies or organizations the opportunity to acquire or to arrange for the preservation of such buildings." 44

Since 1985, the Philadelphia Historical Commission has had the authority to designate landmarks and to delineate the boundaries of historic districts. 45 The duty of the Commission is to "review and act upon all applications for permits to alter or demolish historic buildings, structures, sites or objects; to alter or demolish buildings, structures, sites or objects located within historic districts; and to review and comment upon applications for permits to construct buildings, structures, or objects within historic

⁴⁴Philadelphia Code, Amended March 1981, p. 220.

⁴⁵Section 14-2207 (4) (a)-(b).

districts.”⁴⁶ Philadelphia is one of only two city governments that authorize an historic commission to designate landmarks or districts without legislative approval.⁴⁷

Presently, Diamond Street Historic District is the only local historic district in Philadelphia. The Historical Commission is currently working on the designation of three enormous local districts. Together the proposed Rittenhouse-Fitler District, the Society Hill District, and the Spruce Hill District contain a total of about 12,000 buildings. This impending designation would approximately double the number of structures currently under protection in Philadelphia.

Despite this, the Philadelphia Historical Commission is faced with a shortage of funding, resources, staff, and time in which to provide adequate protection for the many remaining significant structures. Many significant and contributing structures and neighborhoods not presently under consideration by the Historical Commission remain completely unprotected against public and private development.

In Philadelphia when a landmark or district has been designated, the current zoning is usually not amended. Because the

⁴⁶Section 14-2007 (3) (d).

⁴⁷Thomas, p. 432.

Preservation Ordinance requires review and approval by the Historical Commission for any permits presented to the Department of Licenses and Inspections, the Historical Commission has control over the district, providing a type of overlay protection to the zoning codes.

Any permit for demolition or alteration received by the Department of Licenses and Inspections is forwarded to the Historical Commission if the structure in question has been individually designated or is within a local historic district. The Department of Licenses and Inspection is required to deny any permit application to which the Historical Commission has an objection.⁴⁸ The Preservation Ordinance of Philadelphia presently requires approval for alteration and demolition and only requires comment on new construction proposals. The existing zoning regulations protect the neighborhoods from inappropriate development and infill.

The Philadelphia Historical Commission has been granted tremendous power to regulate locally designated structures and districts. This power, coupled with the tremendous number of significant structures within the city, may be delaying further designation of districts. The Commission has voiced concern over the administrative complexity of creating too many full historic

⁴⁸Ibid., p. 444.

districts. ⁴⁹ Thus the neighborhoods of Philadelphia continue to change, losing much of their character and continuity.

Although the designation and regulation of individual structures should continue, the districting process should be re-evaluated. The use of conservation districts would ensure the retention of neighborhood context as well as add a buffer zone for the individually significant structures. The neighborhood form, which is still evident throughout the city and suburbs, would be allowed to grow and change with time while being protected. The designation of such districts would provide the Historical Commission with the power to protect against demolition and new construction while not administratively overload it. Alterations and maintenance would continue but would be done with standards that promote conservation of the structure within its neighborhood. The current zoning would be reinforced with the additional protection provided by the conservation overlay.

Because of the power of designation and regulation given to the Historic Commission, the overlay conservation districts should be established and governed just as the historic districts are. Any permit request within a conservation district dealing with demolition or major alterations should be referred to the Historical Commission. The conservation district should be required to receive

⁴⁹Correspondence from Richard Tyler to Bridget D. Hartment, February 1, 1990. The City of Philadelphia Historical Commission.

Historical Commission approval for demolition and major alterations, such as additions and enclosures, and comments on new construction. Regulation of new construction within small neighborhoods designated as conservation districts outside the Center City area, should be considered because the introduction of inappropriate structures could easily destroy the neighborhood context and continuity.

The zoning regulations should be re-evaluated to determine if the historic concerns concur with the current zoning. If overlay protection is not sufficient, an amendment that downzones the current zoning may aid in the protection. In areas such as Broad Street National Register Historic District, the introduction of new development need not be reviewed as strictly in an effort to encourage growth and proper development. The use of transfer development rights (TDR) may aid in the promotion of urban planning and design goals. San Francisco uses TDRs within the conservation districts to direct development into the Special Development District in an effort to maintain a compact downtown district as well as aid in the retention of significant structures.

As alterations would not require regulations in a conservation district, the administration should be less complex than that of the historic district. Neighborhood property owners should be notified of the designation and regulations placed upon the structure as well as provided with alteration "suggestions." Design suggestions should be given to identify design concerns such as scale, rhythm,

height, proportion, and additions. Details, such as roofs, windows, doors, materials, and color, should not be a direct concern of the Historical Commission. It is not primarily the individual detailing but the relationship of the buildings and their contribution as a whole to the environment that creates the neighborhood context that requires preservation, stabilization, and conservation.

Conservation districting can be used to protect historic neighborhood context as existing programs have illustrated. It could be adopted in an effort to protect the street- or townscapes which are not necessarily of an historic age or nature. Roanoke's and Nashville's conservation programs base district designation on the Secretary of the Interior's 50-year-old age requirement. San Francisco designates individual historic structures over 40 years and establishes the conservation zone for the surrounding structures regardless of age. Neighborhoods, constructed later than the 50-year age guideline set by the Secretary of the Interior's Standards, may have historical and architectural significance in terms of context and continuity. These neighborhoods are worthy of protection as infill development and demolition could easily destroy the significant streetscape. If more neighborhoods had been protected in the past, there would not be such a loss of neighborhood form and context today. Though some neighborhoods may not need full protection against alterations, these same neighborhoods are worthy of protection against the destruction of the elements which make them a neighborhood.

For this thesis, three distinct neighborhoods have been selected as model conservation districts. Each model has retained its context and continuity, yet the neighborhoods are in need of protection against present and future loss. Real threats exist for these neighborhoods, threats the Historical Commission is not able to address fully at this time. The use of conservation districting will control the threats while providing the Commission and the citizens authority over their neighborhoods.

MODELS

ALLEGHENY WEST

A residential area of Allegheny West in North Philadelphia was chosen as the first model. The boundaries for the district are Lehigh Avenue to Diamond Street and 33rd Street to 29th Street. (Refer to Map 13) The boundaries were chosen due to the complete residential zoning that generally insures a relative consistency of building type and neighborhood character. The area is zoned residential-10 which includes single family detached, semi-detached, and duplex row houses. The maximum building height for dwellings is three stories or 35'0". (Refer to Appendix B)

At the turn of the century, speculative housing was being built for the middle class throughout the city. The Allegheny West area was built entirely of rowhouses, with small, corner storefronts for small businesses. This was a traditional technique used by developers when building large blocks of speculative rowhouses. The rowhouses appealed to the modest, working class market whose expansion into new neighborhoods was made possible by the growth of the public transportation system and the industrial job base. The North 33rd Street area was developed to appeal to a status-conscious clientele which was drawn by its location across from Fairmount Park. The smaller working-class rowhouses to the east

of the park were built for tradesmen, bookkeepers, clerks, and factory workers.⁵⁰

Currently the area is occupied by low-to-moderate- income owners, much like when it was developed. The rapid pace in which the individual buildings are being lost to neglect or fire and subsequently demolished has enabled incompatible infill and development to invade the area. Alteration and maintenance, such as siding which may not be considered compatible or reversible, does occur and thus allows for the loss of neighborhood character and context. With guidance, the residents should be able to maintain the structures while revitalizing and preserving the area. Community participation should ensure revitalization while avoiding displacement.

The Allegheny West model district does not need full historic districting to insure the retention and preservation of its individual historic structures. The model does, however, contain structures contributing to Philadelphia's history and architectural heritage. The Allegheny West model district should be protected with neighborhood overlay zoning such as the programs in Nashville and Roanoke. As those programs demonstrate, neighborhood maintenance

⁵⁰Elise Vider, "draft statement of significance for North 33rd Street Historic District Nomination." The greater Philadelphia Preservation Coalition, Spring 1990, p. 1-5.

and alterations will continue with the addition of appropriate design suggestions.

The presence of architecturally significant buildings along North 33rd Street requires rigorous regulations to ensure retention of the detailing. Surveys show that those individual structures which are significant sonment were experienced most intimately. 29

CONSERVATION DISTRICTS (C-3)

In 1985, the San Francisco Board of Supervisors designated six conservation districts that contained significantly older buildings that possessed an overall scale and character worthy of protection. The
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s were intended to control growth and development. They were chosen because of their histories, architectural characters, uniqueness and locations, and visual and functional unities, as well as the benefits the areas provid, the model district will be ensured the retention of its neighborhood character and continuity while preserving significant and contributing pieces of Philadelphia history.

OVERBROOK FARMS

Overbrook Farms, Model Two, was developed on the former site of the John M. George homestead as a planned commuter suburb along the rail lines of the Pennsylvania Railroad. The 168 acres of planned

residential development was begun in 1893 by the Herman Wendell and Walter Bassell Smith Development Company. Rectangular in form, the suburban neighborhood is bisected into north and south segments by the main lines of the railroad.

The area contains significant examples of late 19th and early 20th century suburban Italianate structures designed by prominent local architects. The three story structures are primarily stone and Pompeian brick covered by stucco. Development stopped in 1934 with the completion of only 413 homes.⁵¹

The boundaries are Woodbine Avenue to 66th street and City Line Avenue to parts of 58th and 59th streets. (Refer to Map 14) The neighborhood is zoned single family detached and semi-detached residential. (Refer to Map 15) Due to the residential zoning designation, no commercial or industrial development exists within the neighborhood. (Refer to Appendix B) Yet, due to its location along a major avenue and its close proximity to commercial development, the neighborhood is in need of protection against possible future intrusion along its north, east, and west boundaries.

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⁵¹ National Register Nomination Form for Overbrook Farms, The Philadelphia Historical Commission, April 1985.

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plate has not occurred to a tremendous extent within the district, possibly due to the fact that the structures are single family, owner-occupied dwellings. The National Register Nomination Form notes that the area has retained its significance with only 36 noncontributing structures and two intrusive structures constructed after 1934. As noted earlier, National Register Historic District status only provides the area with national protection and recognition but does not protect against local neglect or loss of contextual neighborhood features.

With the overlay protection provided by a conservation zone, Overbrook Farms can protect its context and continuity, and prepare itself for incompatible new construction and demolition before the threat arises. Establishing a conservation overlay to the current zoning would insure protection while allowing the district to continue as a stable residential neighborhood.

This neighborhood district is contributing to the history of Philadelphia's expansion and is worthy of preservation because of its architectural and historic interest as well as its importance as stable housing stock. The district is worthy of local historic districting protecting against alterations, demolitions, and new constructions. Yet, the protection against alterations may not be necessary at this time. To date, alterations such as doors, windows, color, and roofing material are not major concerns for the district. The threat does not exist and has not appeared in the past. So why protect against alterations at this time? If alterations that are

considered to be inadequate occur at a later date, the Historical Commission should amend the zoning. At this point in time, the owners and Historical Commission do not need the added burden of alteration regulation.

Protection against new construction, demolition, and major additions should be established to insure the retention and preservation of the neighborhood context and continuity. The retention of a stable neighborhood environment is more of a concern than the retention of the elements adorning the structures.

BROAD STREET

The Broad Street, Model Three, was chosen due to its location in the heart of downtown Center City Philadelphia. The mile-long district contains many locally significant structures such as Hahnemann Hospital, the Pennsylvania Academy of Fine Arts and the Masonic Temple. Broad Street to the south of City Hall has been a prestigious address for local banks, law firms, and political and social clubs. The section of Broad Street between Walnut and Pine streets has become known for its cultural institutions and hotels.

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⁵²The Plan for Center City, Philadelphia. Philadelphia City Planning. January 1988, p. 116.

The Broad Street district was nominated to the National Register Historic District in June 1984. To date no other protection has been provided for the district as a whole; however, individual structures have been locally designated. The boundaries used for this study will be the same as those established by National Register. The Broad Street National Register District includes buildings fronting on both sides of Broad Street from the south side of Cherry Street to the south side of Pine Street and those fronting on the east side of Penn Square. The district extends along both sides of Locust Street to the buildings on the east side of 15th Street before returning to Broad Street.⁵³ (Refer to Map 16) The boundaries entail a number of architecturally and historically significant structures, commercial zoning of various levels, as well as a high concentration of new growth and development pressure. (Refer to Map 17) This creates a different set of concerns than those for residential districts such as Overbrook Farms and Allegheny West.

For nearly four decades, the focus of downtown growth has been east and west along Market Street. The city of Philadelphia had proposed in the 1988 Plan for Center City that new development be stimulated north and south along Broad Street.⁵⁴ Divided into three

⁵³National Register Nomination Form for Broad Street, The Philadelphia Historical Commission. June 1984.

⁵⁴The Plan for Center City, Philadelphia, p. 116.

stages, the restoration of City Hall and Penn Square is the first stage of the Broad Street Plan. The second stage focuses on strengthening of the central core of Broad Street by the extension of the commercial core north of Vine Street, by revitalizing the South Broad Street office core, by introducing retail activity in the South Broad Street concourse beneath Chestnut Street, and by developing a performing arts district south of Walnut Street. Development plans conclude with the focus on the northern and southern ends of Broad Street by encouraging medium-density residential and related commercial development and by developing gateways to Center City from North Philadelphia at Spring Garden Street and from South Philadelphia at South Street.⁵⁵ The only stage currently under development is the partial restoration of City Hall tower.

It is the need for development and commercial activities which create plans such as the Broad Street Plan. However, this plan presents a threat to the Broad Street Historic District. Political and public support is difficult to obtain for the full historic designation of the area due to potential growth and development the area possesses because of its location. However, despite development needs, Broad Street is in need of local historic protection. Many of the structures within the district are individually registered and thus protected from local development, yet the buildings and neighborhoods surrounding them are threatened.

⁵⁵*Ibid.*, p. 116-118.

San Francisco locally designated structures worthy of individual protection based on their significance. The remaining structures in the district were then rated based on their relationship to the individually designated structures. When demolition, new construction, or major alterations are proposed in San Francisco, the work is permitted based on the effects it will have on the structure in question and the threat it proposes to the nearby individually significant structures and the neighborhood context.⁵⁶ With such a principal concentration of individually registered buildings, the Broad Street district should consider the adoption of a conservation overlay zone much like that of San Francisco.

Individually significant structures, such as the Union League, the Academy of Music, John Wanamakers, and the Bellevue Stratford, should be preserved with the highest degree of protection available. Alteration and demolition should be strictly controlled in these significant structures. Buildings that have been rated contributing or non-contributing should be given a lesser degree of control than the significant structures, but still provided with proper regulations for the protection of their neighborhood context.

With the additional protection level the overlay would provide, the district could and should adopt development strategies. Development, coupled with the retention of significant structures,

⁵⁶Downtown Plan of San Francisco. October 1985, p. 84.

should enable Broad Street to expand cultural activities and draw a wider audience. The use of Transfer Development Rights (TDR) and a Special Development District, such as San Francisco has established, should be researched. The use of TDRs would allow property owners to purchase unused development rights from the individually designated historic structures, therefore, aiding in the preservation of historic buildings and providing growth for areas in need of further development.

With a redirection for new construction, Center City would continue to expand and develop while at the same time protecting a great number of significant structures. Development and growth should not halt in the name of preservation, but preservation should not become second to development pressures. Conservation overlays would enable both preservation and development to work together to create a city district with the best of the old and new combined.

CONCLUSION

The current preservation ordinance for the City of Philadelphia, both legislatively and in comparison with other communities, is very powerful. Yet, this power may be more than what Philadelphia requires for the many neighborhoods that are not of the highest degree of significance. Although Philadelphia has locally designated nearly 11,000 structures and proposes the designation of three additional local districts, many neighborhoods and districts remain undesignated and unprotected.⁵⁷ An additional level of protection and regulation for neighborhood districts in the City of Philadelphia is long overdue.

The Historical Commission should evaluate districts currently on the National Register to determine whether local district designation would be necessary or whether the second level of conservation districting overlaid with the zoning regulations would be more appropriate. The full historic districting process should be utilized when the neighborhood contains a principle number of historically, architecturally, and culturally significant structures requiring alteration regulations. Southwark, Society Hill, and Rittenhouse Square are examples of districts requiring regulation of historic and architectural detailing. Conservation districting should be used when an area contains contributing structures that require stabilization as neighborhoods. Roanoke's Southwest Conservation District contains many structures contributing to the development

⁵⁷The Plan for Center city, Philadelphia, p. 89.

of the residential neighborhoods that were being lost due to downtown expansion. Also designated as a National Register District, Southwest Conservation District intends to preserve buildings that are of special community significance while still allowing flexibility. In conservation areas, the property owner would be allowed flexibility while the Historical Commission would have the power to regulate the demolition of the contributing character-defining neighborhood elements.

Conservation districting, as seen in the example cities, should be both a planning and preservation tool. As a planning tool, it can maintain buildings, meeting housing and development goals without displacement. As a preservation tool, conservation districting would provide a degree of protection and regulation for certain character-defining elements of a neighborhood as well as a degree of flexibility for owners and historical commissions.

Areas with the need to expand development, such as Center City, should consider conservation districting as it allows *both* preservation and development. Cities such as Philadelphia and San Francisco which contain a substantial number of historic structures, must address preservation in conjunction with planning and development. Development should be directed to appropriate areas of Center City, contributing to Philadelphia's newer urban environment while lessening development pressures on areas which must be conserved.

Philadelphia, also comparable to the residential neighborhoods of Roanoke and Nashville, contains many subset communities containing character-defining elements in need of conservation. These neighborhoods are threatened by inappropriate development, decline, neglect, and alterations. Although not all of the neighborhoods are of national or state significance, they are contributing to the context and continuity of Philadelphia, thus deserving of preservation and conservation. The neighborhoods should not be saved solely on their significance but on their stability as well. The contributing neighborhoods, once protected, would be a tremendous resource in meeting the housing needs of Philadelphians, especially those of low to moderate income in need of affordable housing.

The conservation programs in Roanoke, Nashville, and San Francisco have all displayed some levels of successes. Although conservation districting is a relatively new level of preservation and planning, it is one which should not be overlooked due to its inexperience. It simply provides protection of neighborhood context and housing through the regulation of demolition. It does not promise revitalization and rehabilitation, such as full historic districting traditional entails, due to the lack of regulation over alterations. However, because it is a flexible level of protection, conservation districting can be tailored to protect specific details and structures while not being as strict as full historic districting.

Flexibility and freedom in maintaining and preserving a structure or neighborhood should encourage historical commissions, such as Philadelphia's, to establish district protection to a greater extent than has traditionally been practiced. This district protection will enable planners, working with zoning regulations, to assist citizens and preservationists with goals beyond simple historic preservation in a mature city.

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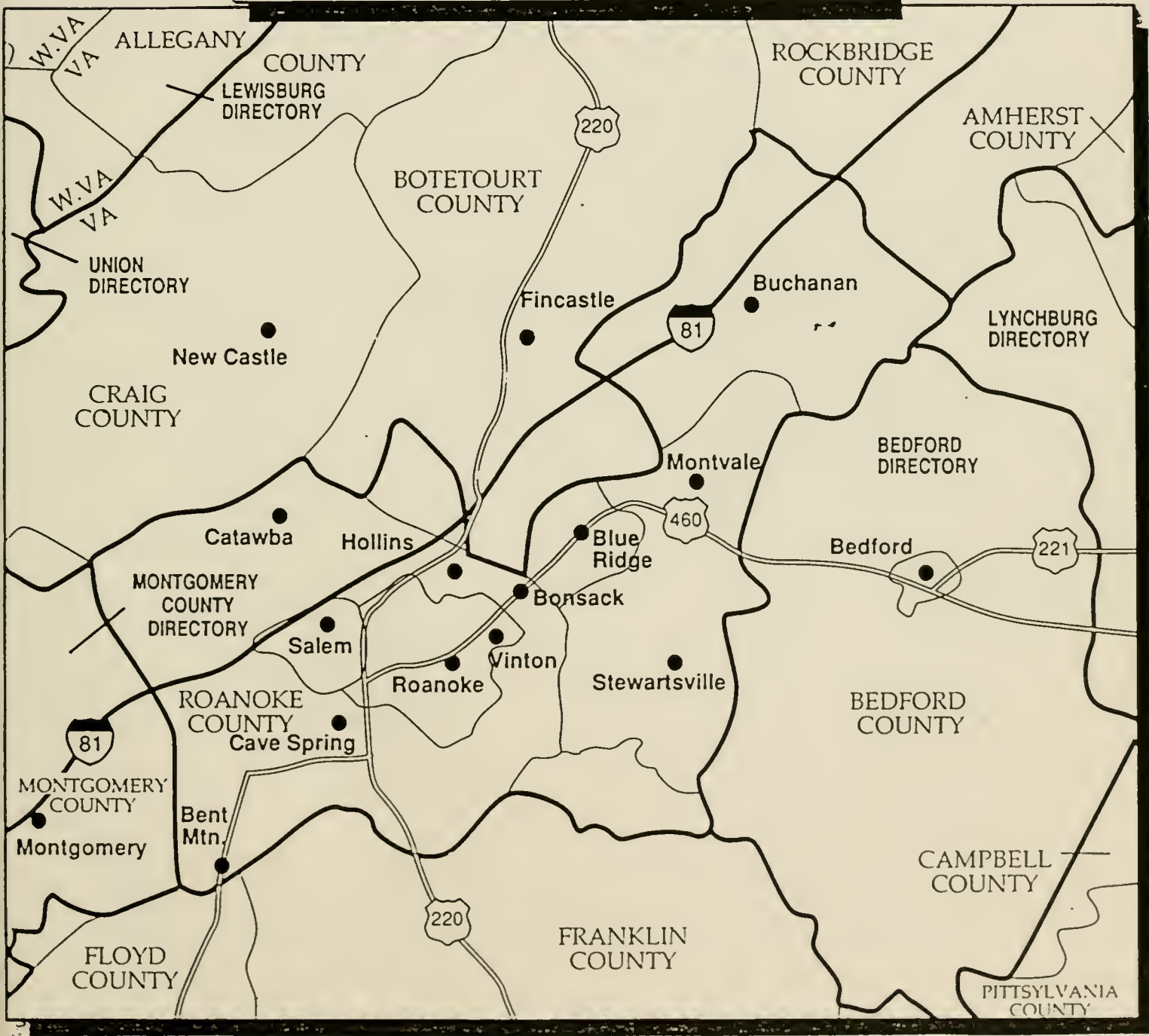
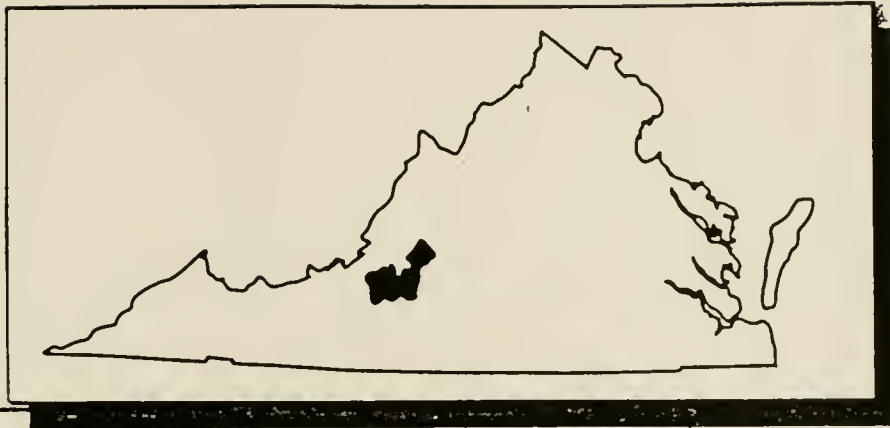
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APPENDIX A

MAP 1

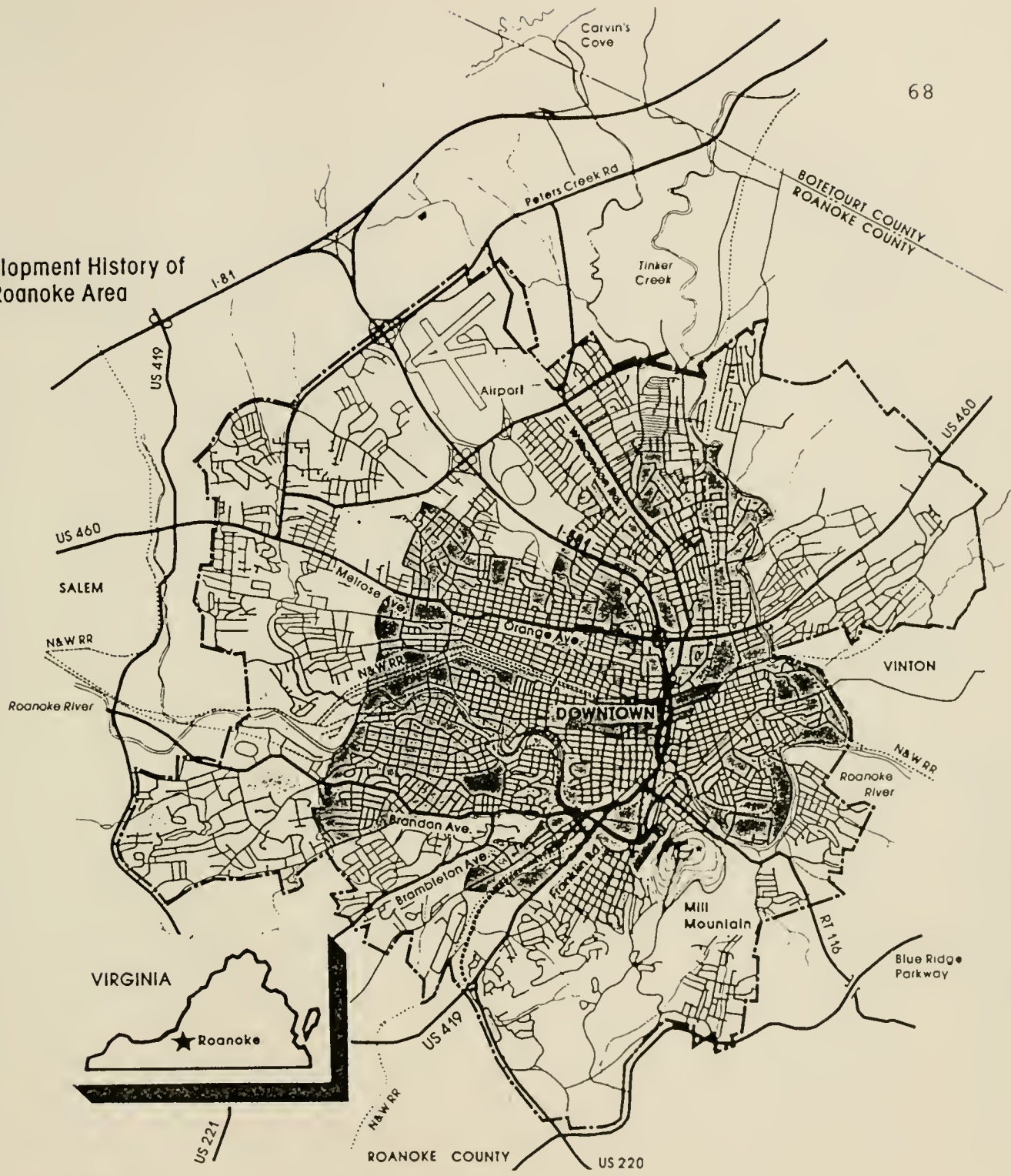
ROANOKE, VIRGINIA.



MAP 2

ROANOKE, VIRGINIA, DEVELOPMENT HISTORY.

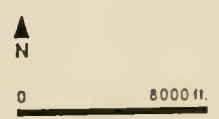
Development History of the Roanoke Area



Developed areas by:

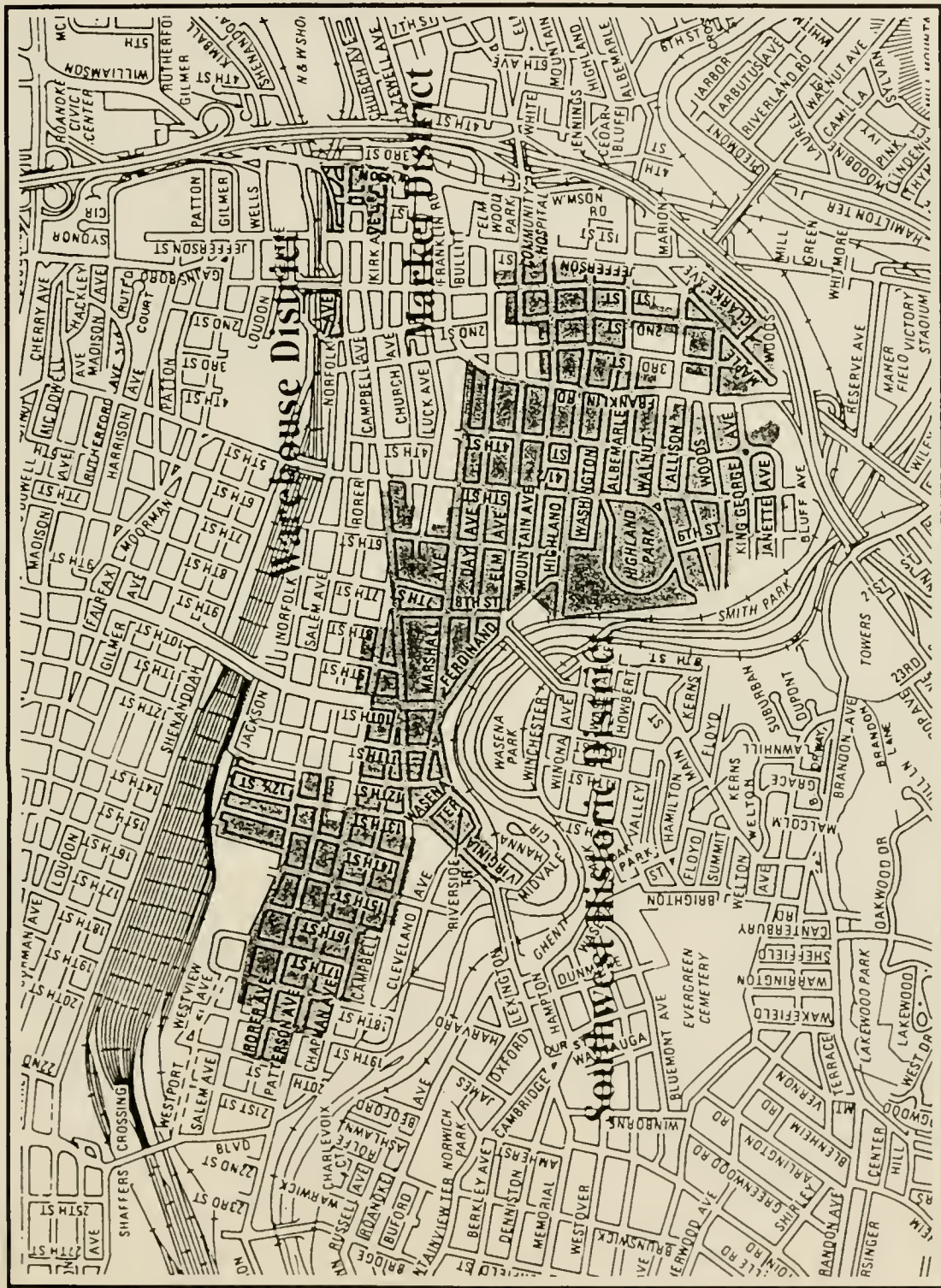
- 1880
- 1910
- 1930
- 1960
- 1980

1976 City Boundary



MAP 3

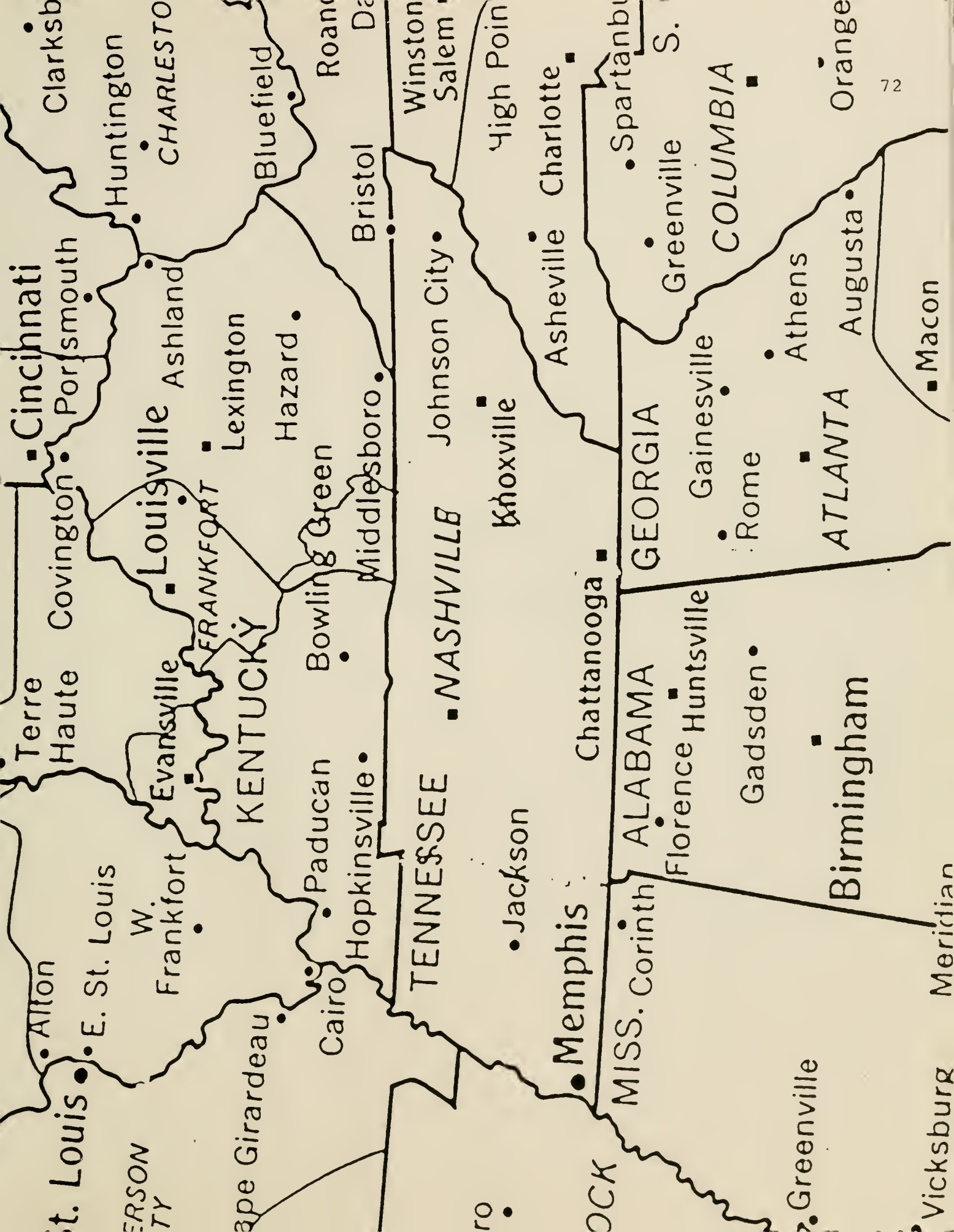
ROANOKE, VIRGINIA, HISTORIC AND NEIGHBORHOOD DISTRICTS



Historic/Preservation Zoning District Map

MAP 4

NASHVILLE, TENNESSEE.



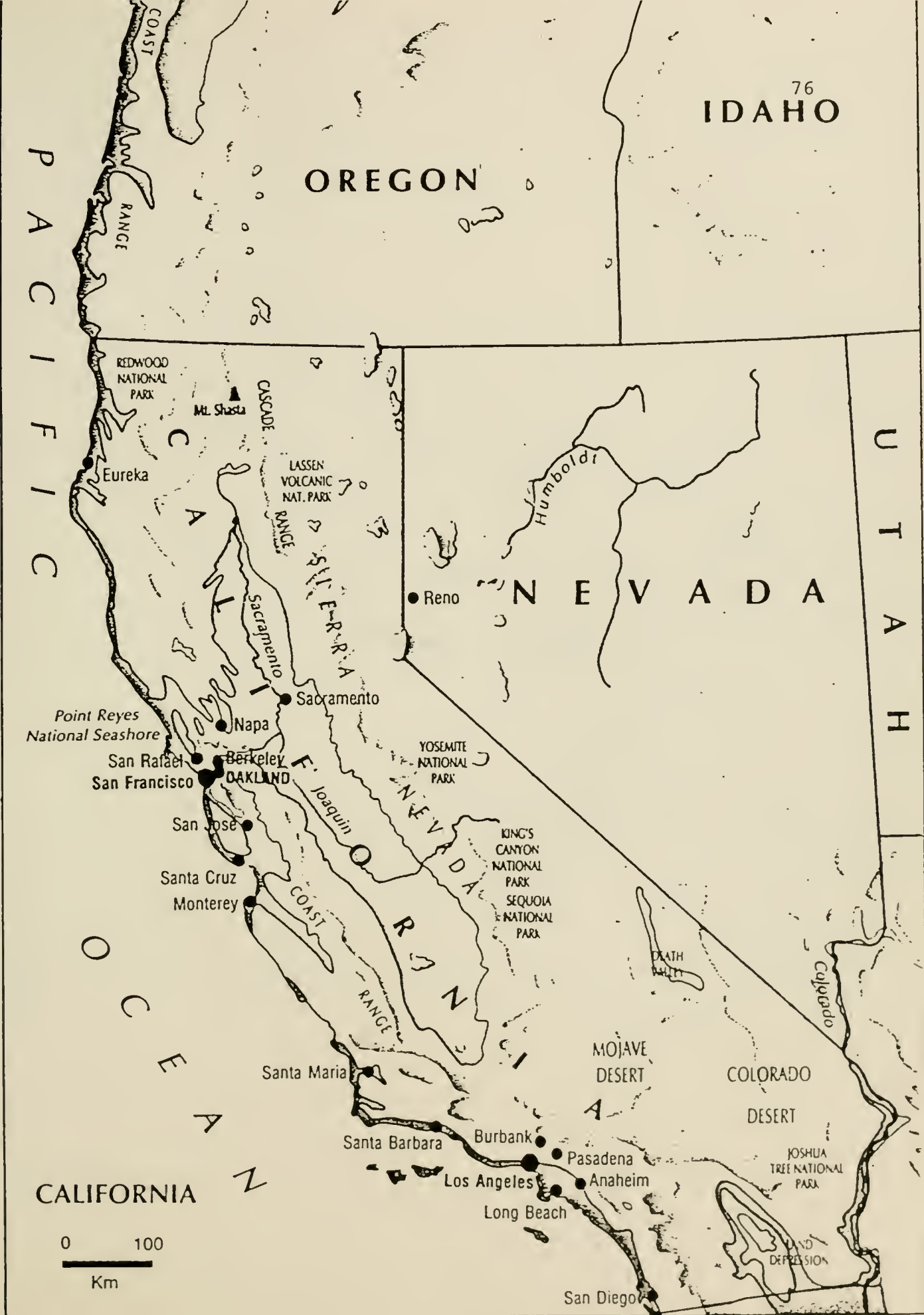
MAP 5

NASHVILLE, TENNESSEE.



MAP 6

SAN FRANCISCO, CALIFORNIA.



76
IDAHO

OREGON

U
T
A
H

NEVADA

Reno

Humboldt

CASCADE
RANGE

LASSEN
VOLCANIC
NAT. PARK

MT. Shasta

REDWOOD
NATIONAL
PARK

Eureka

Sacramento

Sacramento

Napa

Point Reyes
National Seashore

San Rafael
San Francisco

Berkeley
OAKLAND

San Jose

Santa Cruz
Monterey

YOSEMITE
NATIONAL
PARK

KING'S
CANYON
NATIONAL
PARK
SEQUOIA
NATIONAL
PARK

F. Joaquin

COAST
RANGE

Santa Maria

Santa Barbara

Burbank

Pasadena

Los Angeles

Anaheim

Long Beach

San Diego

MOJAVE
DESERT

COLORADO
DESERT

JOSHUA
TREE NATIONAL
PARK

LAND
DEPRESSION

Calorado

DEATH
VALLEY

CALIFORNIA

0 100

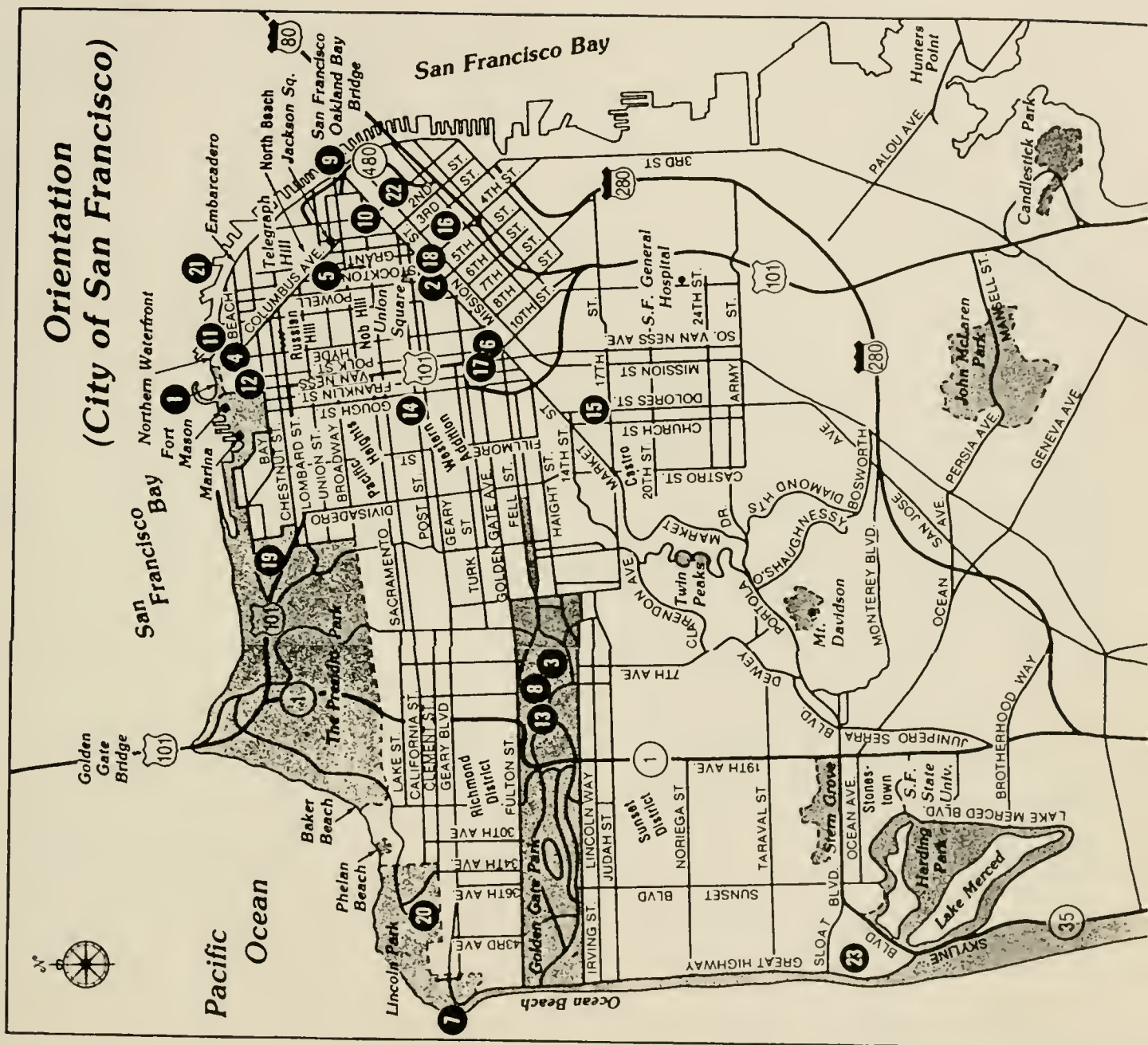
Km

MAP 7

SAN FRANCISCO BAY AREA

MAP 8

ORIENTATION OF SAN FRANCISCO DOWNTOWN.



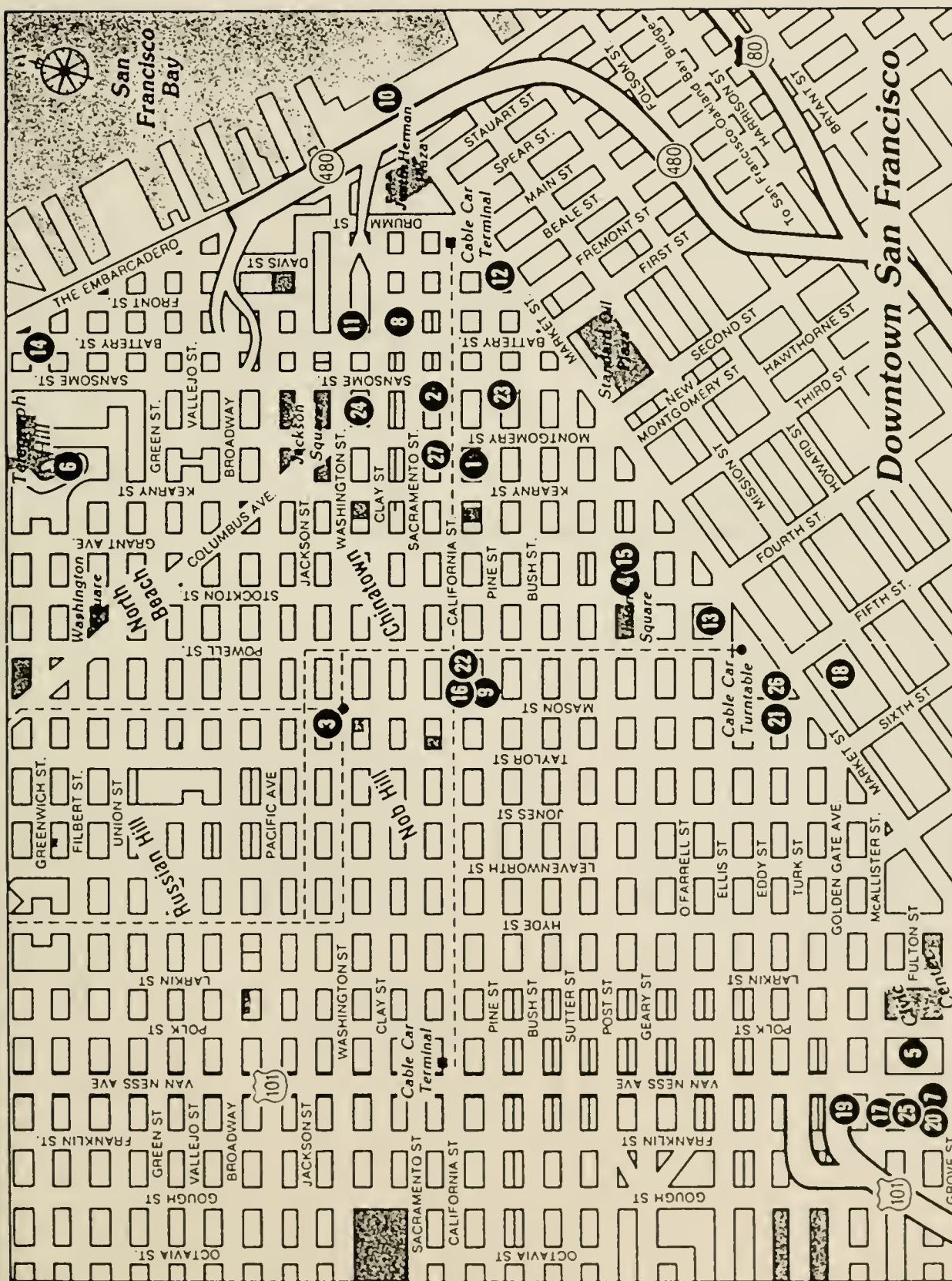
Points of Interest

- 1) Aquatic Park
- 2) Airport Terminal
- 3) California Academy of Science
- 4) The Cannery
- 5) Chinatown
- 6) Civic Center (includes Opera House & Davies Symphony Hall)
- 7) Cliff House (Seal Rocks)
- 8) De Young & Asian Art Museums
- 9) Ferry Building
- 10) Financial District
- 11) Fisherman's Wharf
- 12) Ghirardelli Square
- 13) Japanese Tea Garden
- 14) Japantown
- 15) Mission Dolores
- 16) Moscone Center/Yerba Buena Center
- 17) Museum of Modern Art
- 18) Old Mint
- 19) Palace of Fine Arts
- 20) Palace of the Legion of Honor
- 21) Pier 39
- 22) Transbay Terminal
- 23) Zoo

Orientation (City of San Francisco)

MAP 9

SAN FRANCISCO DOWNTOWN.



Points of Interest

- 1) Bank of America Building
- 2) Bank of California
- 3) Cable Car Barn & Museum
- 4) Campton Place Hotel
- 5) City Hall
- 6) Coit Tower

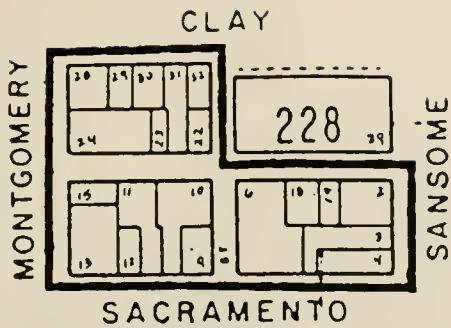
- 7) Davies Symphony Hall
- 8) Embarcadero Center
- 9) Fairmont Hotel
- 10) Ferry Building
(World Trade Center)
- 11) Golden Gateway Center
- 12) Hyatt Regency Hotel
- 13) John's Grill

- 14) Levi Plaza
- 15) Maiden Lane
- 16) Mark Hopkins-Intercontinental
Hotel
- 17) Museum of Modern Art
- 18) Old U.S. Mint
- 19) Opera Center Development
- 20) House

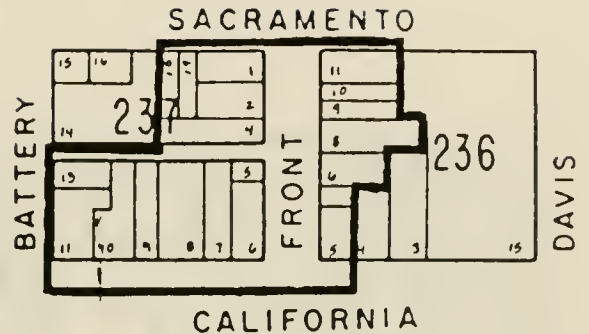
- 21) Ramada Renaissance Hotel
- 22) Stanford Court
- 23) Stock Exchange
- 24) Transamerica Pyramid
- 25) Veteran's Building
- 26) Visitor Information Center
- 27) Wells Fargo Bank

MAP 10

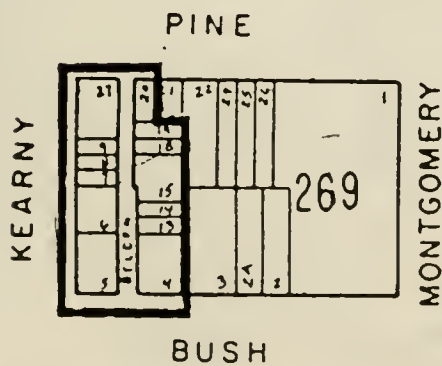
SAN FRANCISCO CPNSERVATION ZONING DISTRICTS.



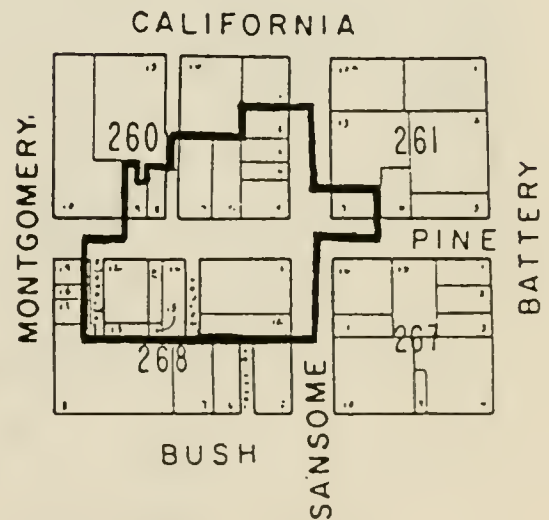
**COMMERCIAL-LEIDESDORFF
CONSERVATION DISTRICT
MAP**



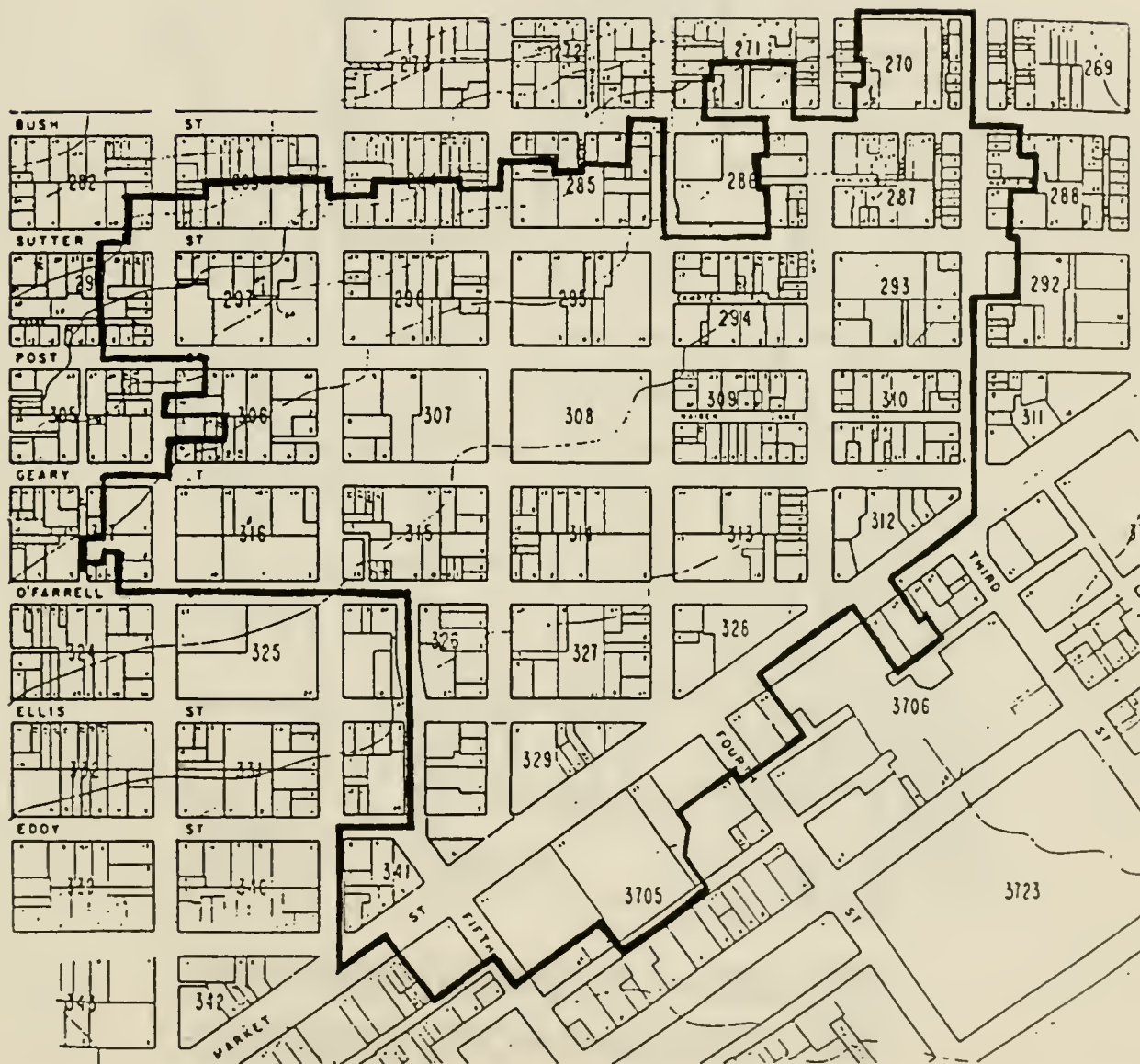
**FRONT-CALIFORNIA
CONSERVATION DISTRICT
MAP**



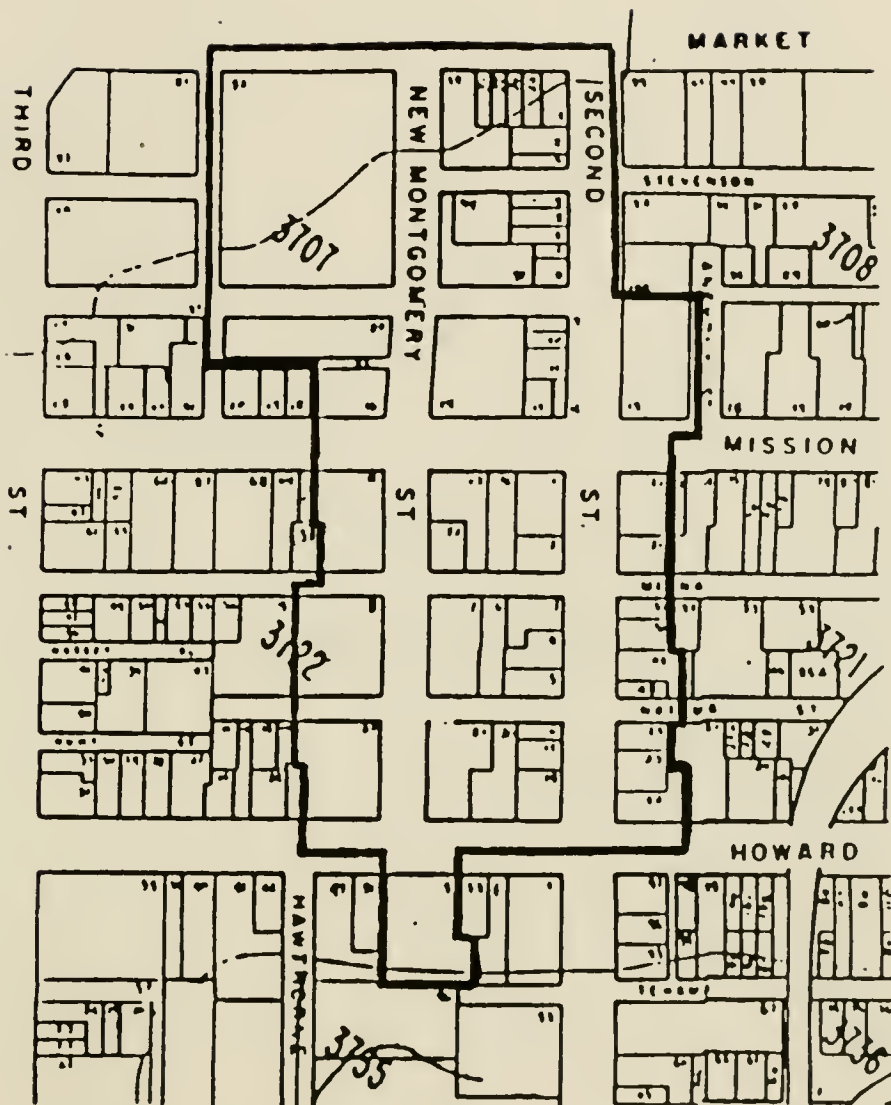
**KEARNY-BELDEN
CONSERVATION
DISTRICT MAP**



**PINE-SANSOME
CONSERVATION
DISTRICT MAP**



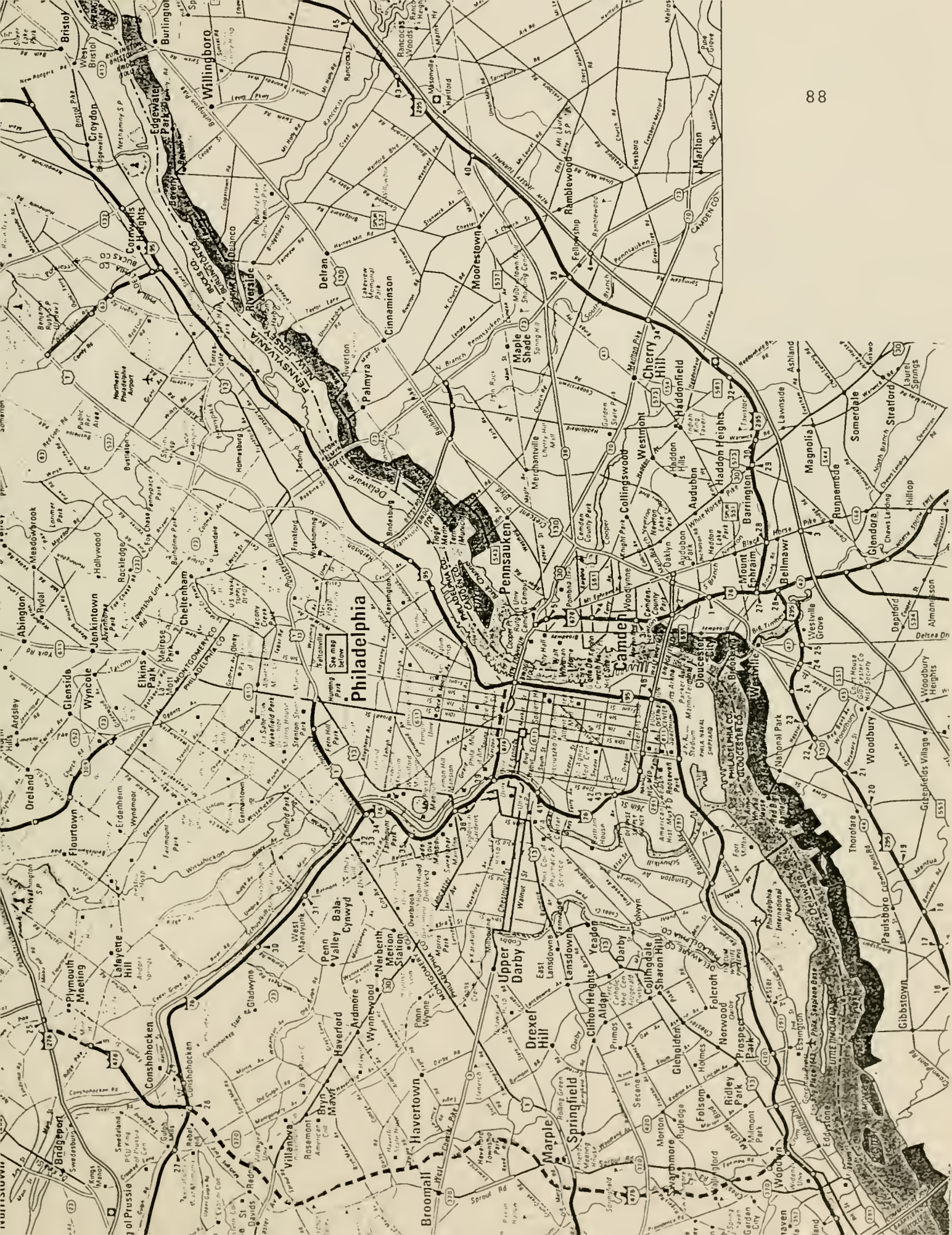
KEARNY-MARKET-MASON -SUTTER CONSERVATION DISTRICT MAP



**NEW MONTGOMERY - SECOND
CONSERVATION DISTRICT MAP**

MAP 11

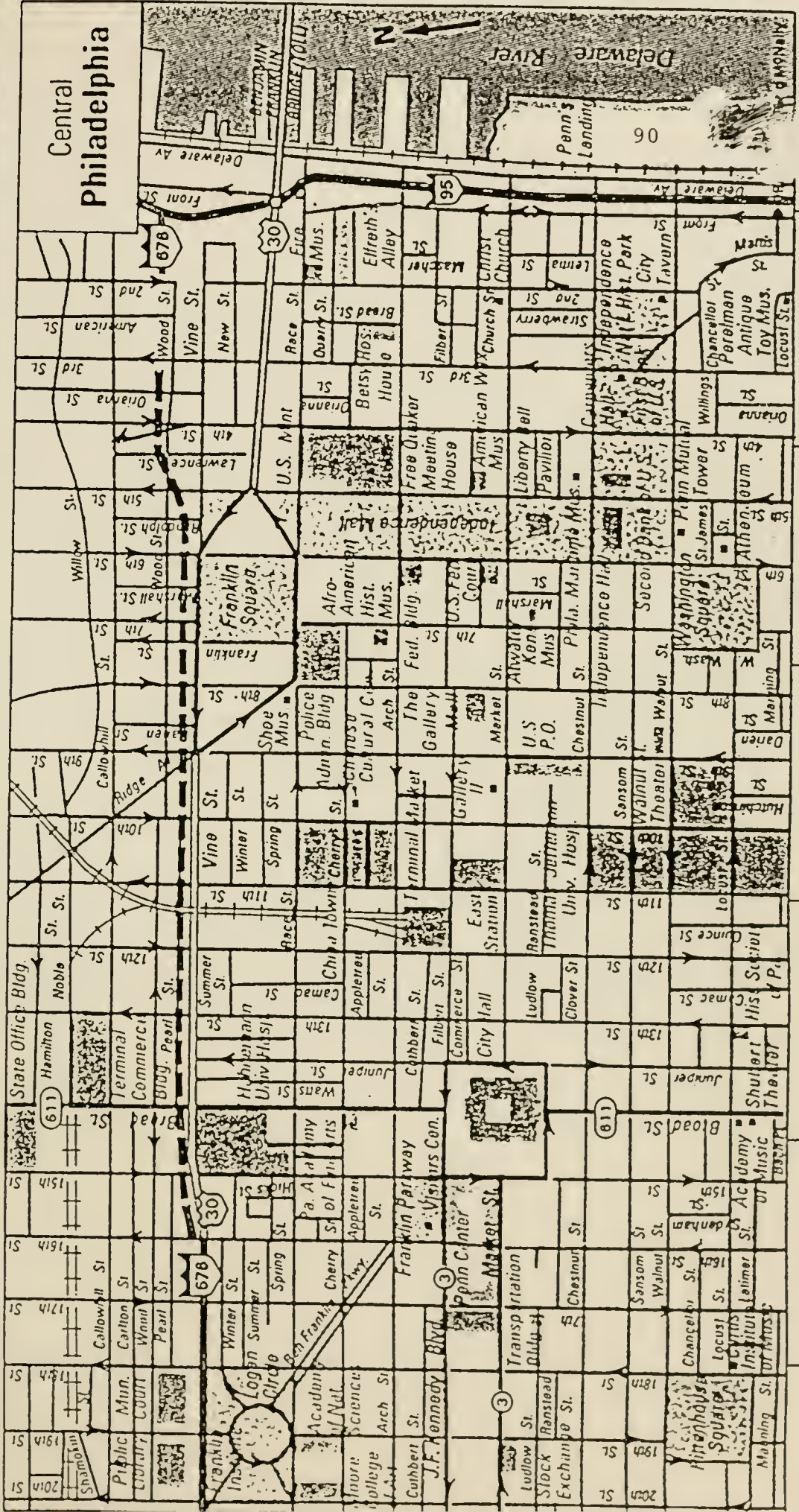
PHILADELPHIA, PENNSYLVANIA.



MAP 12

CENTER CITY, PHILADELPHIA, PENNSYLVANIA.

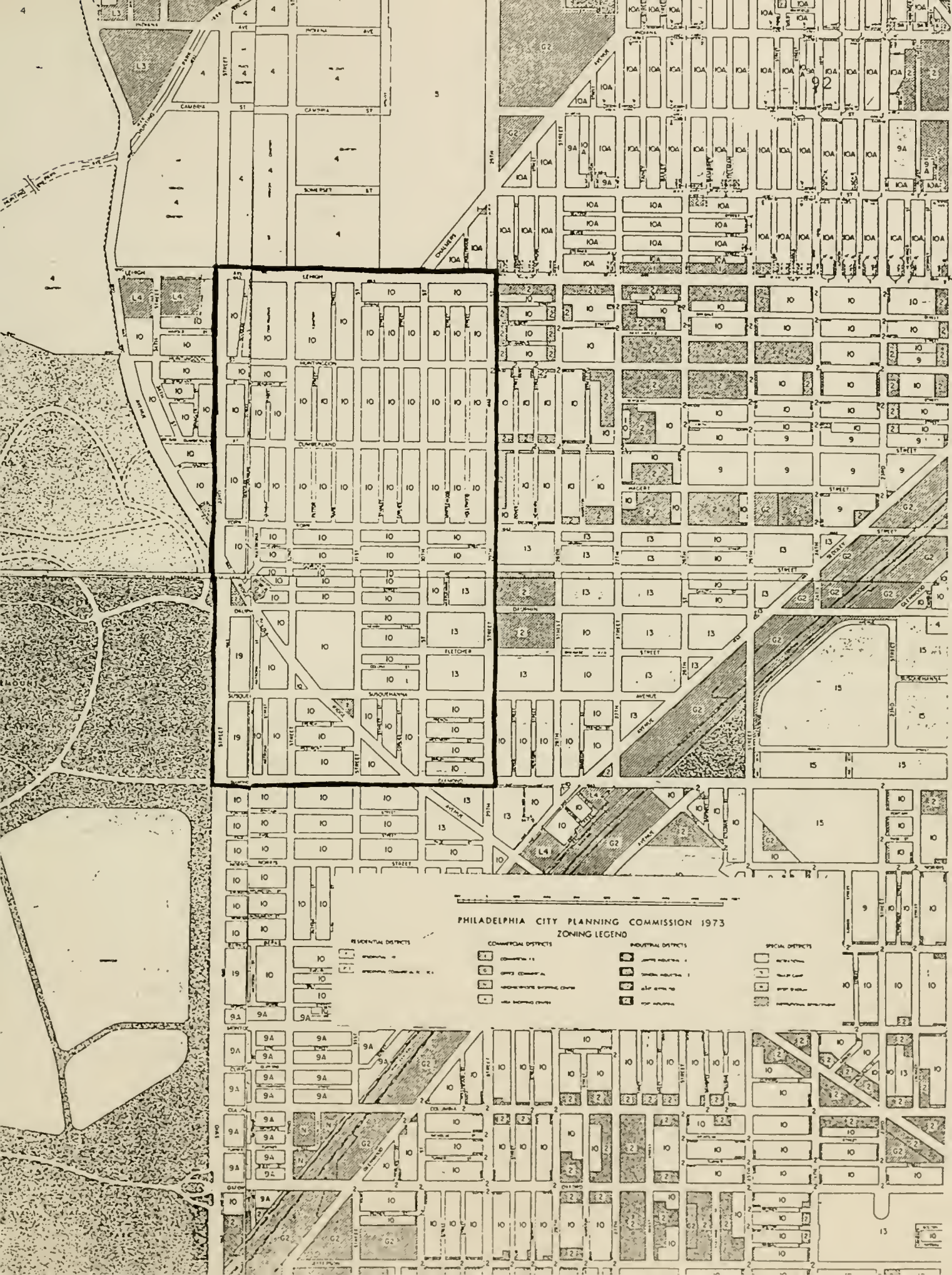
Central Philadelphia



MAP 13

ALLEGHENY WEST, PENNSYLVANIA.

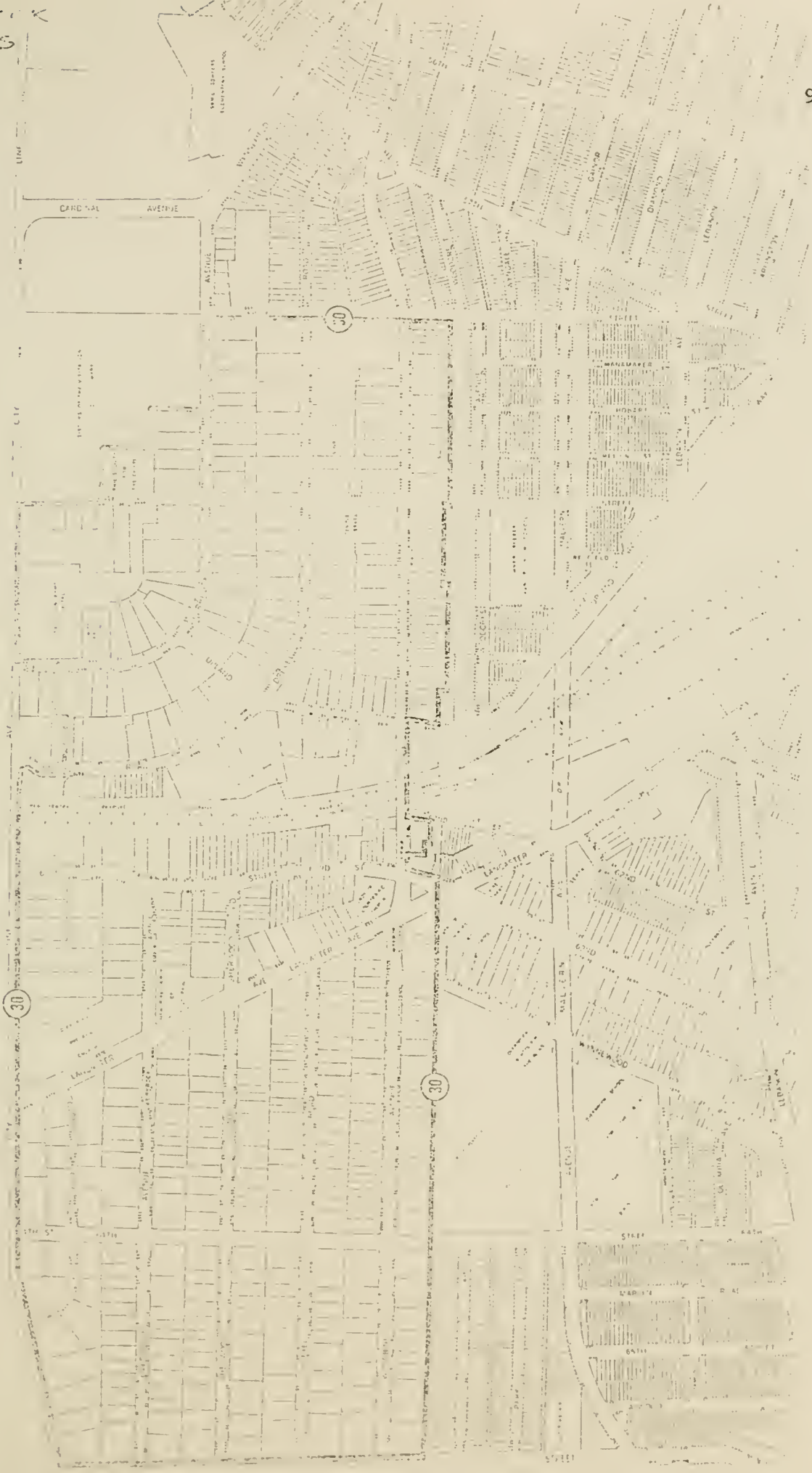
BOUNDARIES AND ZONING



MAP 14

OVERBROOK FARMS, PENNSYLVANIA.

NATIONAL REGISTER BOUNDARIES

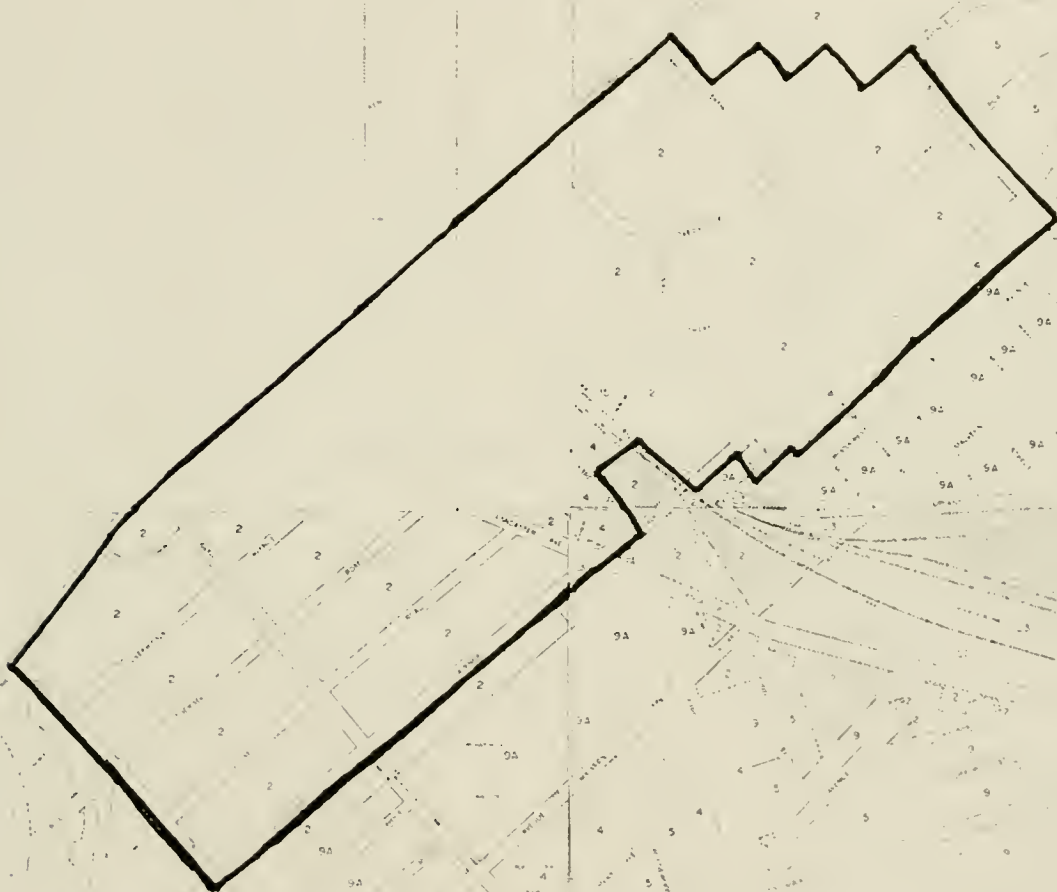


MAP 15

OVERBROOK FARMS, PENNSYLVANIA.

ZONING CODES

96



MAP 16

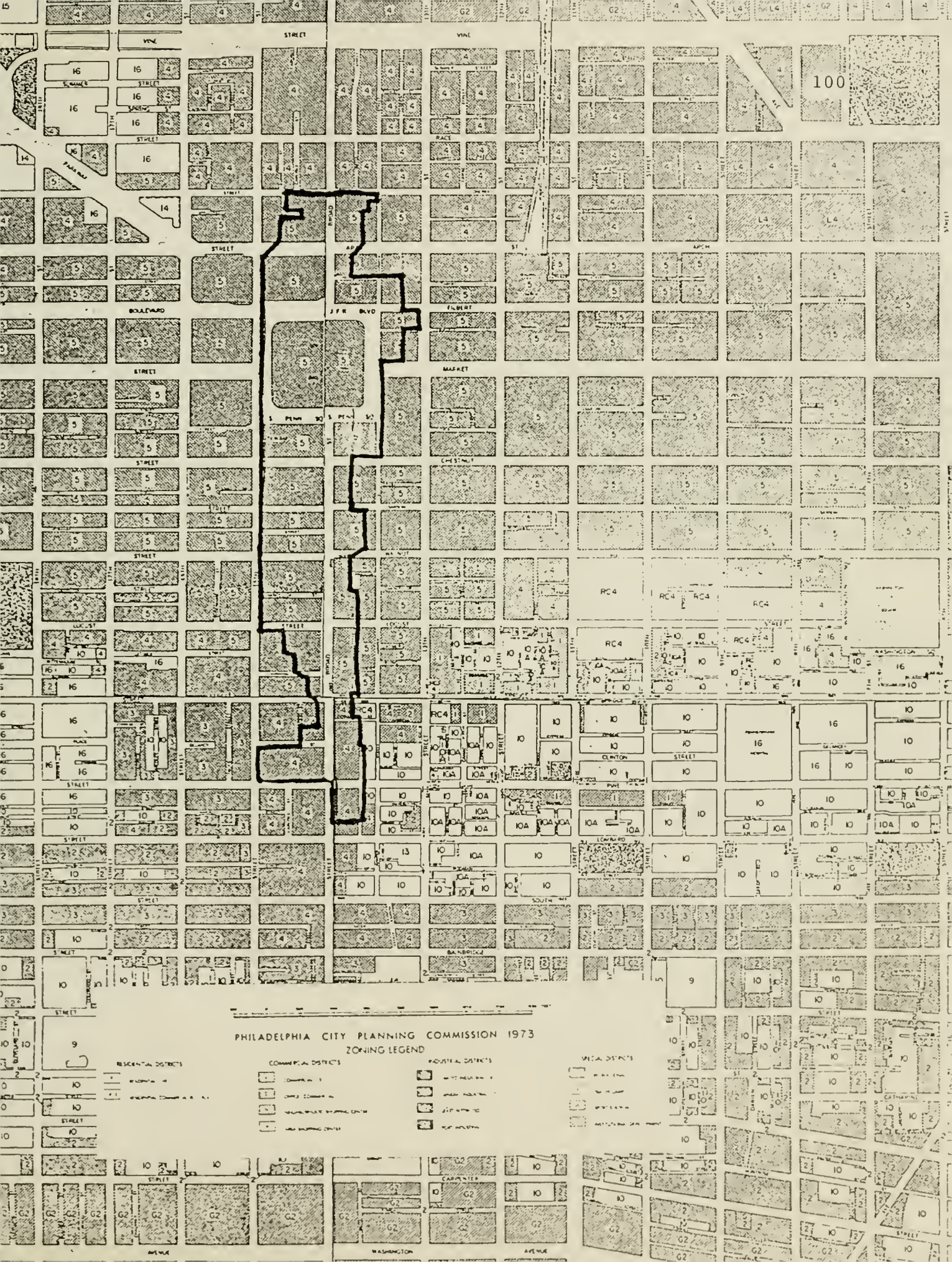
BROAD STREET, PHILADELPHIA, PENNSYLVANIA.

NATIONAL REGISTER BOUNDARIES

MAP 17

BROAD STREET, PHILADELPHIA, PENNSYLVANIA.

ZONING CODES



APPENDIX B

ZONING DISTRICT DESCRIPTION FOR PHILADELPHIA, PA.

RESIDENTIAL DISTRICTS (Chapter 14-200)

To provide greater variety in housing types, and give Council and the City Planning Commission additional "tools" in planning new communities and revitalizing old ones, the new 1962 Zoning Code established 23 residential districts ("R-1" to "R-19"), and "RC-1" to "RC-4") of which 12 were substantially similar to the districts in the 1933 Ordinance. A significant change was the provision for minimum lot width and minimum lot area for each district: to conform with the Subdivision Ordinance (Phila. Code, Chapter 14-2101 through 14-2109). The Code also requires off-street parking in every residential district on the basis of one parking space for every 200 sq. ft. of lot area.

RESIDENTIAL DISTRICTS

Year	Days since last Outlet	Min. Lot Area (sq. ft.)	Min. Lot Width (ft.)	Min. % of Lot Occupied by Structures	Front Yard (ft.)	Sale Yard (ft.)	Rear Yard (ft.)
1	1	10,000	75	50	25	15	25
2	2	2,500	50	50	25	15	25
3	3	2,500	50	50	25	15	25
4	4	2,500	50	50	25	15	25
5	5	2,500	50	50	25	15	25
6	6	2,500	50	50	25	15	25
7	7	2,500	50	50	25	15	25
8	8	2,500	50	50	25	15	25
9	9	2,500	50	50	25	15	25
10	10	2,500	50	50	25	15	25
11	11	2,500	50	50	25	15	25
12	12	2,500	50	50	25	15	25
13	13	2,500	50	50	25	15	25
14	14	2,500	50	50	25	15	25
15	15	2,500	50	50	25	15	25
16	16	2,500	50	50	25	15	25
17	17	2,500	50	50	25	15	25
18	18	2,500	50	50	25	15	25
19	19	2,500	50	50	25	15	25
20	20	2,500	50	50	25	15	25
21	21	2,500	50	50	25	15	25
22	22	2,500	50	50	25	15	25
23	23	2,500	50	50	25	15	25
24	24	2,500	50	50	25	15	25
25	25	2,500	50	50	25	15	25
26	26	2,500	50	50	25	15	25
27	27	2,500	50	50	25	15	25
28	28	2,500	50	50	25	15	25
29	29	2,500	50	50	25	15	25
30	30	2,500	50	50	25	15	25
31	31	2,500	50	50	25	15	25
32	32	2,500	50	50	25	15	25
33	33	2,500	50	50	25	15	25
34	34	2,500	50	50	25	15	25
35	35	2,500	50	50	25	15	25
36	36	2,500	50	50	25	15	25
37	37	2,500	50	50	25	15	25
38	38	2,500	50	50	25	15	25
39	39	2,500	50	50	25	15	25
40	40	2,500	50	50	25	15	25
41	41	2,500	50	50	25	15	25
42	42	2,500	50	50	25	15	25
43	43	2,500	50	50	25	15	25
44	44	2,500	50	50	25	15	25
45	45	2,500	50	50	25	15	25
46	46	2,500	50	50	25	15	25
47	47	2,500	50	50	25	15	25
48	48	2,500	50	50	25	15	25
49	49	2,500	50	50	25	15	25
50	50	2,500	50	50	25	15	25

[illegible]

IV

each family, except in certain mid-city areas where this ratio is: lowered for multi-family units, or under certain conditions as specified in § 14-1402(l) (a). Signs are controlled in all residential districts as to locations, content, size, and size. Fences, as well as retaining walls, are controlled as to location and height. Since 1962, City Council has added seven more residential districts, namely R-5A, R-9A, R-10A, R-11A, R-20, RC-5, and RC-6.

A logical approach to a review of the individual districts can best be made through a classification of the various principal types of housing permitted, as follows:

RESIDENTIAL DISTRICTS

[illegible][illegible][illegible]

COMMERCIAL DISTRICTS (continued)

District	Description of Districts	Inter-mediate Lots	Corner Lots	Front Yard (ft.)	Side Yard (ft.)	Rear Yard (ft.)	Max. Height of Structures	Max. Gross Floor Area (% of Lot Area)
C-3	General Business Similar to C-2 but subject to some restrictions.	Dwellings 75 Structures other than dwellings 30 30	80 95	0	0	0	--	Dwelling for 2 or more families (50%); Other structures (55%).
C-4	See C-3 subject to some conditions.	Structures 5 stories or less with one or more families 30	90	0	0	0	--	50% (65% max.)
C-5	This district is for the Central Business District. General use of the same as C-4 except that a higher priority of land development is permitted.	Other Structures Structures 5 stories or less with one or more families 80	100 100	0	0	0	--	120% (150% max.)
C-6	This district is intended for free-standing automobile and commercial uses which are semi-attached to existing structures wherein one use normally remains in other uses within the center to serve the business.	Minimum lot area of 65,000 sq. ft. 50	50	0 or not less than 5	0 or not less than 5	0 or not less than 5	35' or 3 stories	150%
C-7	Most of the retail commercial uses permitted in C-2. However, no residential uses are permitted. A 25' minimum front yard is required.	Minimum lot area of 5,000 sq. ft. 60	60	0 or not less than 5	0 or not less than 5	0 or not less than 5	35' or 3 stories	75%

[illegible]

The Code as written establishes 10 commercial districts

Width	Area	Lot Occupancy
-------	------	---------------

Activity	1990	1991	1992	1993	1994
<p>Construction</p> <p>A highly innovative district for offices, financial institutions, research laboratories, and multiple dwellings.</p>					
<p>Health</p> <p>State-of-the-art offices for public health and medical research, and housing for low-income families.</p>	0	0	50	50	50
<p>Construction</p> <p>State-of-the-art offices for each State Dept. of Motor Vehicle Affairs.</p>					
<p>Construction</p> <p>State-of-the-art offices for each State Dept. of Motor Vehicle Affairs.</p>	200	80,000	35-1/3	35-1/3	35-1/3

INDUSTRIAL DISTRICTS (Chapter 14500)

Light Industrial Districts have been established. These are designed to give the City a wider range of zoning districts in which a wider range of activities may be accommodated. Consideration has been given to the special requirements of the other individual districts of the City, and provision has been made for sound and reasonable standards in the use of the land, consistent with better land coverage typical of modern industrial parks.

SPECIAL DISTRICTS (Chapters 14.700 through 14.1100)

Recreational Districts (Chapter 14-700)

Precisely the same land under the jurisdiction of the City of Philadelphia Department of Recreation, Fairmount Park Commission, the Department of Forests and Waters of the Commonwealth of Pennsylvania, and the National Park Service of the United States Government which are devoted to park and/or recreational purposes may be designated on the zoning maps as Recreational.

Triller Comp District (Chapter 14.000)

the district maintains strict control on the establishment of trailer camps within the City.

Sports Stadium District (Chapter 14-1000)

This chapter regulates major sports facilities with elaborate controls on minimum area, distances of buildings from residential districts, off-street parking, height of buildings and signs, as well as "Use Conditions," which require approval of the layout plan and landscaping by the City Planning Commission. It also requires approval of parking facilities and traffic patterns by the Department of Streets. The Veterans Stadium—Spectrum and J.F.K. Stadium, as well as Liberty Bell Race Track, are so zoned.

Institutional Development District (Chapter 14-1100)

This is a district created and intended to encourage the development of institutional uses, such as universities, hospitals, churches, and senior-citizen homes, in accordance with an approved plan. Minimum standards are provided for total area, gross floor area, land coverage, spacing of structures, off street parking and loading, and signs. The plan of development must be submitted to the City Planning Commission prior to the introduction of the Ordinance, and upon introduction, the proposed bill must be accompanied by a recommendation from the Planning Commission.

MISCELLANEOUS PROVISIONS

Area Surrounding Airports (Chapter 14-1500)

There provisions impose height limitations in the area surrounding airports, especially for approaches to runways.

Airports, Quarries, Dumps, and Landfills (14-1601)

These uses may be granted upon the issuance of a Board of Adjustment's Certificate after public hearing. However, garages or landfills can only be established in commercial or industrial districts.

Cemeteries (314 1602)

cannot be established in the City unless specifically authorized by Councilmanic Ordinance.

APPENDIX C

DEFINITIONS

DEFINITIONS

ALTERATIONS—a change in appearance of a building, structure, site, or any other change for which a building permit is required.

AMENITY—a building, object, area or landscape feature that makes an aesthetic contribution to the environment, rather than one that is purely utilitarian.

CERTIFICATE OF APPROPRIATENESS (COA)—a document by which a preservation commission or architectural review board signifies its approval of a proposed alteration, demolition or new construction in a designated area or site, following a determination of the proposal's suitability according to applicable criteria.

CONSERVATION DISTRICT—a geographically definable area possessing a significant concentration of buildings that are of a consistent character, with architectural integrity to a degree where characteristic streetscape and neighborhood context elements are definable. It is the retention of the building in its neighborhood environment more than the retention of the elements adorning the buildings.

CONTEXT—parts of a block, neighborhood, or community immediately next to or surrounding a specified structure.

CONTRIBUTING—a building, structure, site, or object within a district that reflects the historical or architectural character of the district.

DEMOLITION—the razing or destruction, whether entirely or in significant part, of a building or structure. Demolition includes the removal of a building or structure from its site or the removal or destruction of a facade or surface.

DESIGN GUIDELINES—criteria developed by preservation commissions to identify design concerns in an area and to help property owners ensure that rehabilitation and new construction respect the character of designated buildings or districts.

DESIGN REVIEW—the process by which designated official review boards ascertain whether modifications to historic structures,

settings, and districts meet standards of appropriateness which they have established.

FABRIC—the physical material of a building, structure or city, connoting an interweaving of component parts.

HISTORIC DISTRICT—a geographically definable area with a significant concentration of buildings, structures, sites, spaces or objects unified by past events, physical development, design, setting, materials, workmanship, sense of cohesiveness or related historical and aesthetic associations. The significance of a district may be recognized through listing in a local, state or national landmarks register and may be protected legally through enactment of a local historic district ordinance administered by a historic district board or commission.

LANDMARKS REGISTER—a listing of buildings, districts and objects designated for historical, architectural or other special significance that may carry protection for listed properties.

OVERLAY ZONING—regulations that have been superimposed over various zones, creating an additional set of requirements to be met when the area under protection would be affected by a proposed change.

PRESERVATION—generally, saving from destruction or deterioration old and historic buildings, sites, structures and objects and providing for their continued use by means of restoration, rehabilitation or adaptive use. Specifically, “the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.” (Secretary of the Interior’s Standards)

PRESERVATION COMMISSION—a generic term for an appointed municipal or county board that recommends the designation of and regulates changes to historic districts, structures, and buildings. It may be called a historic district review board or commission, architectural or design review board or landmarks commission; the latter’s authority may be limited to individual buildings.

REHABILITATION—"the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and cultural values." (Secretary of the Interior's Standards)

RESTORATION—"the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work." (Secretary of the Interior's Standards)

STABILIZATION—"the act or process of applying measures designed to reestablish a weather resistant enclosure and the structural stability of unsafe or deteriorated property while maintaining the essential form as it exists at present." (Secretary of the Interior's Standards)

STREETSCAPE—the distinguishing and pictorial character of a particular street as created by its width, degree of curvature and paving materials, design of the street furniture and forms of surrounding buildings.

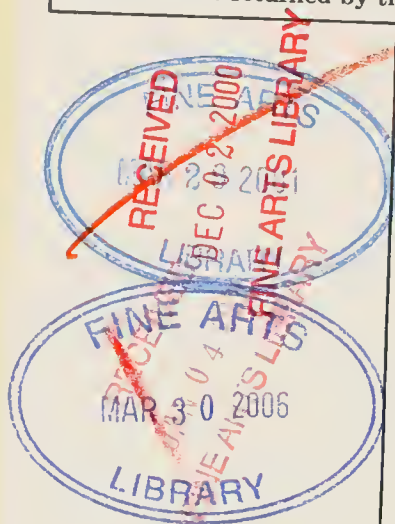
TOWNSCAPE—the relationship of buildings, shapes, spaces and textures that gives a town or area its distinctive visual character or image.

Anne & Jerome Fisher

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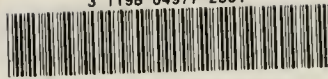


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